METREX Oslo Autumn Conference 18-20 September 2013

Regional planning goals, policy and reality

Sustainability

"The blue and the green and the city between"

Proceedings 2 - pm

pm - Future directions

European metropolis - challenges and opportunities

- **Ivan TOSICS**
  MRI Budapest

1-6   Thank you very much. If you look at in the future first we should remember what Klaus Kunzmann has said in the last conference in April. Peter asked me to look at this presentation with special care and he was saying not very happy things. He said that globalisation needs to concentrate on the economic development of large city regions.

We all know that but this will create huge territorial imbalances. National states are not interested any more so much in the practice of others. There's a very re-nationalisation. Everyone is looking inside their own country. Special planning has lost its relevance because it's only a hobby horse of academic planning, community, and not of the politicians anymore.

This is a very strong statement. There is obviously a decline in public money, which leads to a decline of qualified staff. So, we are not able to do good plans but if we would do, no-one will listen. If we do and listens, then other countries will not listen. So, this is a total disaster. I would say that we still can do something and I will try to give you an overview about what is on stake today.

I will talk about the importance of metropolitan areas. What is the existing knowledge. I will make then the thesis about the importance of metropolitan areas a bit more precise and, define different levels of metropolitan areas. I will talk about national policy. I found four very interesting cases in Europe. I will talk about, very little about, EU regulation because it was told yesterday but how countries react on the EU regulation and again, I found four interesting cases. Then I will come to a, kind of, summary. Now, the challenges of urban areas, everyone knows it but there are many challenges.

Demographic, economic, environmental, socio-spatial, etc. The problem is that we have to address these challenges and have to address them at once. This is the main problem. For each of the challenges we know the best solutions. We can apply modern technologies. We can eliminate energy inefficient housing. We can create new areas for the poorest people.

The problem is, that if we do these best solutions then we usually create externalities regarding the other challenges. So, sometimes we solve one problem and we create three new problems. The best solutions create externalities so, they are not always the best to use. This is a Dutch city. I don't tell now to you which one, very efficient in compact city development.

The city borders are clearly to be seen in and outside the city borders there are cows. Very good in contact development. What is the consequence? More and more densification within the city. The poor people started to be crowded out because the city is looking for places for rich people. Then some neighbourhoods are starting to be demolished because, and they are good neighbourhoods, relatively good, because there was no place for the rich people.

So, a problem is created here. This is a new area for poor people, for Roma people. In Slovakia they really eliminated the worst Roma ghettos. They created even further away from the job places new ghettos, where these people cannot access jobs. They are even further away than they were earlier.

CHALLENGES AND POLICY INNOVATIONS IN EUROPEAN METROPOLITAN AREAS

**METREX AUTUMN CONFERENCE
OSLO-AKERSHUS
18-20 SEPTEMBER 2013**

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WHAT DID KUNZMANN SAY?

- Globalization leads to concentrated economic development in large city regions, creating also huge territorial imbalances
- A renationalisation of member states is going on now, everybody's looking inside the country
- Spatial planning in Europe became just a hobby horse of the academic planning community and not any more of politicians
- Decline in public money leads to decline of qualified staff and planners in public institutions

STRUCTURE OF THE PRESENTATION

1. Thesis: the importance of metropolitan areas
2. Knowledge to handle the complex problems
3. Making the thesis more precise: different functional levels
4. National policies: some good/interesting practices
5. EU regulation and emerging national programmes
6. Summary: EU, national and local tasks to do

CHALLENGES TO URBAN AREAS

- The main challenges of the upcoming decades:
  - demographic (ageing)
  - economic (growing global competition),
  - environmental (less renewable energy sources, more carbon produced)
  - socio-spatial (migration with growing inclusion problems, growing inequalities within society)
  - cultural (heritage, identity, bridging differences, …)
- All these challenges have to be handled AT ONCE

MONO-SECTORAL ANSWERS ARE PROBLEMATIC

- For each challenge „best" solution(s) can be found
  - Apply most modern technologies
  - Eliminate energy inefficient housing
  - Create new housing areas for the poorest
  - Develop urban areas in compact way
  - Concentrate support on the most excellent regions
  - Regulate migration
- However, these „best" solutions create huge externalities (negative outcomes) regarding the other challenges

7-12   So, I think integrated answers are needed. Instead of mono sectoral best solutions we should look for second best solutions, which don't create so many externalities. And, care about smart sustainable and inclusive aspects at the same time.

There are three types of integration needed. Integration within policy areas, I will call it horizontal. Integration between neighbouring municipalities, I will call it territorial. Integration between different levels of government, this is vertical. My thesis is that these three types of integration can best be achieved on metropolitan area level. This is my major thesis and this is why I think our topic is very important.

Look at this table. In the first column you have the population of administrative city. In the second column you have the population of the more (frelogical 0:25:45) urban area which you would say, this is the city if you looked from an aeroplane and you don't see the administrative boundaries. The third one is the functional urban area, which I would call metropolitan area.

You can see that on average there is 1.7 - the city is in average 1.7 times larger in population than the power of the Mayor. The power sits in the city and 70% more people belong to the city area but they are outside the city border. The European city borders are outdated for very many cities. It is more than double the area which is really the functional urban area, which is the metropolitan area.

Just to illustrate the case of Budapest. Here you have the administrative city, 1.7 million people. This is the agglomeration or function of urban area, or metropolitan area, 2.5 million. This is the administrative region, the (Nastrug 0:26:50) region with 2.9. This is the economic zone. A few cities outside of Budapest, each of them 60/80 km from Budapest.

The airport is here, so all these cities can be reached within one hour. For a developer this is the city, this is the economic zone. However, there is no administrative status on any of these levels. There are some functions here but no government. No governance. Almost nothing. Only this exists, the local government.

All other functions are beyond the capacity of the local government. Now, this is a clear problem that Europe has outdated city borders. The crisis makes integration not easy at all. For a number of years we will not have economic growth. When economic growth returns then it will feel very different from economic growth that we had earlier. The capacities of the public sector are much more limited than it was before, leading to a decline in qualified staff as Mr Kunzmann remarked.

INTEGRATED ANSWERS ARE NEEDED

- Instead of mono-sectoral („best" for the given sector) interventions integrated answers are needed: the smart, sustainable and inclusive aspects of growth have to be linked to each other
- Types of integration:
  - between **policy areas** (horizontal, in terms of policy management), coordinating the policy fields
  - between **neighbouring municipalities** (territorial, in terms of geography), allowing for cooperation in functional urban areas
  - between **different levels of government** (vertical, in terms of government), allowing for multi-level governance
- My thesis: **to perform integrated development, strong governance is needed on metropolitan area level**

CITIES (million)	Admin city	MUA/city	FUA/city
London	7,43	1,1	1,8
Berlin	3,44	1,1	1,2
Madrid	3,26	1,5	1,6
Paris	2,18	**4,4**	5,1
Budapest	1,70	1,2	1,5
Vienna	1,60	1,0	1,6
Lisbon	0,53	**4,4**	4,9
Manchester	0,44	**5,0**	5,8
Liverpool	0,44	2,7	5,1
Katowice	0,32	**7,1**	9,5
Lille	0,23	**4,1**	11,3
…			
AVERAGE (40 cities)	42.63 mill	1,7	2,3

Sources: ESPON, 2007: Study on Urban Functions. ESPON Study 1.4.3 IGEAT, Brussels. Final Report March 2007 www.espon.eu   City population: http://www.citypopulation.de
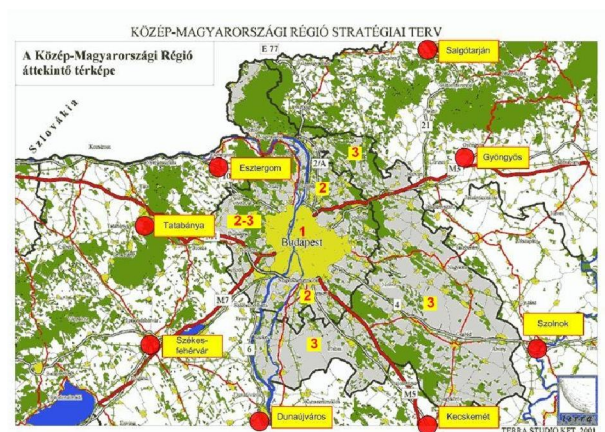
Territorial levels around Budapest

	Popula-tion (million)	Administrative status	Functional importance
Budapest municipality	1.7	local government	
Agglomeration of Budapest	2.5	none (statistical unit)	job market, housing market, infrastructure
Region of Budapest	2.9	NUTS II planning level	none
Economic area of Budapest	4.0	none	economic area (investors)

CRISIS MAKES INTEGRATION NOT EASIER

Novelties of the present situation:

- for a number of years there will be no economic growth
  - and even later the present form of economic growth will be questioned as sacrificing the scarce environmental resources and increasing socio-spatial inequalities
- the capacities of the public sector will be – for long time – much more limited than so far, leading to decline in qualified staff in publc institutions
- the tolerance level of the people (regarding inequalities and democracy deficits) is sharply decreasing

13-18   The tolerance level of people is sharply decreasing. Look at this wall painting. I don't ask you now which city it is, you will not find it out; it's Belgrade. Belgrade is filled with very interesting wallpaper, wall paintings. This is obviously a developer because he has a tie. He's developing new housing and eats the last green areas of the city. Look at this picture, it is not a wall painting. It is reality. It is Bulgaria, Stolipinovo. One of the worst areas in Europe.

Only Roma people are living there. How long can Europe tolerate these kind of circumstances? These are pictures which we know well. It was two years ago, I happened to be in England when the riots were in English cities. Again, a sign of population groups which are not really satisfied with the circumstances. Now, the thesis is that metropolitan areas are the important levels were these problems can be handled at once.

What do we know about metropolitan areas? I will show (inaudible 0:29:09) and EUROCITIES result. We are fooled with results really. I like very much the drawing of Mr Kunzmann. This is the bunch of grapes. He says that Europe is a bunch of grapes. There are big grapes, small grapes, sweet ones, tiny ones, growing ones, shrinking ones. These are the European metropolitan areas. I agree with this definition. It's much better than the blue banana or any other territorial view.

http://www.google.hu/imgres?imgurl=http://www.ruhrnachrichten.de/storage/scl/mdhl/fotostrecken/lokales/rn/dortmund/lokales/mitte/2011/02-2011/plovdiv1/2297054_m0w756h504q75v3295_zzdo-Plovdiv_und_Stolipinovo_Roma_Dortmund_Delegation_Foto_Bandermann_113.jpg&imgrefurl=http://www.ruhrnachrichten.de/bilder/fotostrecken/detail/crne103626,2297068&h=501&w=756&sz=91&tbnid=V5DM4OXQ8AePpM.&tbnh=90&tbnw=136&prev=/search%3Fq%3Dstolipinovo%26tbm%3Disch%26tbo%3Du&zoom=1&q=stolipinovo&docid=_

KNOWLEDGE ABOUT METROPOLITAN AREAS

- spatial view: Europe is a bunch of grapes
- ESPON research
- METREX proposals for types of institutions
- URBACT projects
- FP projects, e.g. PLUREL
- OECD analysis of metropolitan regions
- EUROCITIES Metropolitan Areas WG analysis

SPATIAL VIEW: EUROPE IS A BUNCH OF GRAPES

"… you have big grapes, you have small grapes, you have sweet ones, you have tiny ones, you have growing ones, you have flourishing ones, others are suffering and shrinking … each grape is one of our metropolitan regions…"
(Klaus Kunzmann)

ESPON data on European functional areas

- ESPON 1.1.1 has identified in the enlarged Europe 1595 FUA-s with over 50 th population, 149 groups of FUA's and 64 Metropolitan Growth Areas.
- The 64 MEGA's are categorized as follows:
  - Global nodes: 2 (Paris and London)
  - European engines: 13 (Munich … Stuttgart)
  - Strong MEGA's: 10 (Stockholm … Gothenburg)
  - Potential MEGA's: 23 (Lyon … Bratislava)
  - Weak MEGA's: 16 (Naples …Valetta)
- ESPON results suggest that there are in the wider Europe some 120 metropolitan FUA's with 500.000 or more population in contiguous urban areas.

19-24   ESPON has made many, many research about functional urban areas. Probably you know this kind of map, it is from a few years ago where ESPON listed the different sizes of functional urban areas. METREX has developed, in its projects, what kind of governance and governments you can develop on metropolitan area level. They made a difference between elected metropolitan authorities with very broad functions, which is very rare in Europe.

Elected or appointed with fewer functions. Appointed metropolitan agencies with only strategic planning. So, it was an effort to show that from these urban functions, which can be dealt with on a metropolitan area level. URBACT, I don't have time here but URBACT has at least six projects, which have dealt with different aspects of metropolitan governance. Issues, financial aspects, large cities, small city problems, land use management issues.

This was also summarised in the URBACT project results, which you can get on the URBACT website. The importance of financial issues, it was a specific (FB6 0:31:01) project, which has shown that sometimes the administrative problems of a city are even smaller than the financial problems. There are competing tax systems and the municipalities which would belong to the same area really compete against each other because of stupid financial regulations.

Potential main nodes of polycentric regions
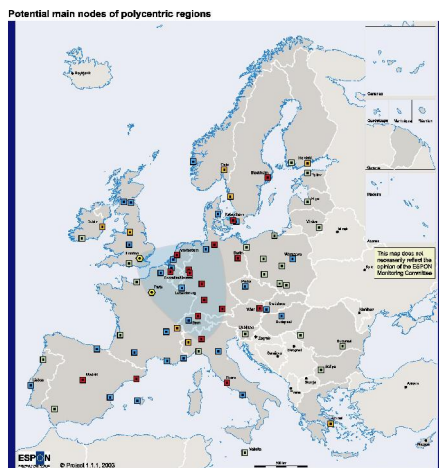
METREX: the basic forms of effective metropolitan governance

Three different forms of effective metropolitan governance can be defined:

- Elected metropolitan authorities with comprehensive range of social, economic, infrastructural, enviromental and spatial planning powers
- Elected or appointed metropolitan authorities with selected core powers to address key issues
- Appointed metropolitan agencies or joint bodies with strategic planning responsibilities and advisory implementation functions
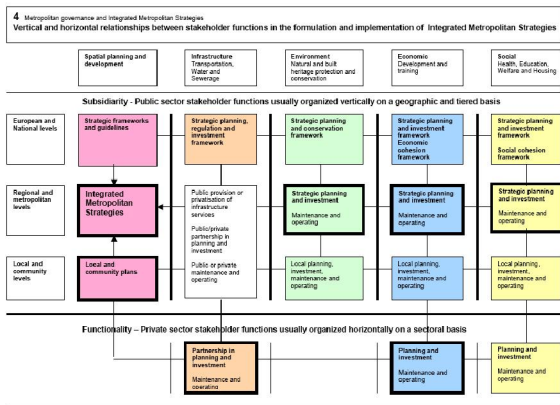
URBACT evidence on metropolitan governance issues

- **CityRegion.Net**: fair sharing of costs and burdens between the cities and their neighbouring municipalities, role of city-regions
- **Net-Topic**: the case of intermediate urban areas around large core cities – towards policentricity with daytime and multifunctional medium cities
- **NODUS**: how to steer interventions into neighbourhoods from the city-region level

- **LUMASEC**: strategic land-use management from city-region level to address supra-local challenges
- **Joining Forces**: how to handle complex challenges in large-scale metropolises crossing regional and national boundaries
- **EGTC**: how to manage cross-border metropolitan areas with efficient governance models

Summary of the experiences: **URBACT Project Results**, study by Peter Ramsden (http://urbact.eu/fileadmin/general_library/Rapport_Urbact_II.pdf)

The importance of financial and sectoral policies (PLUREL, FP6)

The **local government financing system**
- from where and according to which parameters the local governments receive their revenues – externalities

The **taxation system**
- the existence of different types of local taxes and the spatially relevant consequences of these taxes – tax competition

Sectoral policies
- infrastructure, economic development, transport, housing – regulations and subsidy systems

25-30   This creates interest against each other. OECD made a study last year and I think this is a kind of novelty. OECD tried to identify metropolitan areas, it's a kind of what ESPON has done a few years ago. OECD used data from different sources. The commuting data I think was the most important. OECD defined four types of metropolitan areas; from the large one, normal ones, medium sized urban areas and smaller ones.

This is a table where you can just look for your country, that how many large metropolitan areas, with a total population more than 1.5 million exist. Obviously in Norway we don't have these kind of metropolitan areas but you have then the Oslo area, and probably you can identify which are the three below Oslo, etc. This data exists also in mapping on the OECD database.

Now, if you want to deal with metropolitan areas you can go to the OECD database. You can look for your country. You can find out which are the metropolitan areas. I just show the map of Hungary where you can see that the Budapest agglomeration is quite precisely mapping the second level, which I have showed at the beginning. Not the city but the agglomeration. Then there are very few other metropolitan areas in Budapest.

In Hungary much, much lower size. EUROCITIES metropolitan areas working group made a survey and is now working on continuing this survey, which is very interesting because it is really mapping what kind of areas are around the city. The case of Stuttgart, which is a city of 600,000 people, is relatively easy. Stuttgart has a region with 2.7 million and Stuttgart has a metropolitan region with 5.3.

Then, this study explores what are the different functions. Especially it is very important that Stuttgart is almost the only one city in Europe which has a directly elected Parliament on the metropolitan area level. There are cases which are much more difficult. This is the case of Birmingham, which is 1 million people. Birmingham has at least five different layers around the city, ranging from 1.9 million to 5.3 million, all having different functions.

Either having some governance institution or not, mostly not, or having different descriptions. So, EUROCITIES is mapping these kind of things. Now, to sum up. There is a lot of existing knowledge about metropolitan areas. I would say that we can make a difference between two types of metropolitan - two versions of metropolitan areas.

OECD delimitation of functional urban areas

- OECD identification of FUAs
  - population grid from the global dataset Landscan (2000). Polycentric cores and the hinterlands of FUAs identified on the basis of commuting data, including all settlements from where at least 15% of the workers commute to any of the core settlement(s).
- OECD defined four categories (total functional urban area):
  - small urban areas with a population of 50 – 200 thousand;
  - medium-sized urban areas (200 – 500 thousand),
  - metropolitan areas (500 thousand – 1,5 million);
  - large metropolitan areas (above 1,5 million population).
- 29 OECD countries: 1175 functional urban areas. Public database: www.oecd.org/gov/regional/measuringurban
- European OECD countries: 659 functional urban areas (29 large metropolitan areas and 88 metropolitan areas).

European OECD Countries	Large metro-politan area (1,5 mill -)	Metropolitan area (0,5 mill-1,5 m)	Medium sized urban area (200 th–500)	Small urban area (50 th– 200 th)	SUMM	Share of population in FUAs (%)
Austria	1	2	3	-	6	56,5
Belgium	1	3	4	3	11	58,9
Czech Rep	1	2	2	11	16	45,6
Denmark	1	3	-	-	4	53,8
Estonia	-	1	-	2	3	55,3
Finland	-	1	2	4	7	49,7
France	3	12	29	39	83	62,8
Germany	6	18	49	36	109	64,3
Greece	1	1	1	6	9	49,8
Hungary	1	-	7	2	10	49,7
Ireland	-	1	1	3	5	50,3
Italy	4	7	21	42	74	50,8
Luxembourg	-	-	1	-	1	80,2
Netherlands	1	4	11	19	35	72,1
Norway	-	1	3	2	6	44,5
Poland	2	6	16	34	58	55,2
Portugal	1	1	3	8	13	53,9
Slovak Rep	-	1	1	6	8	36,9
Slovenia	-	1	1	-	2	39,1
Spain	2	6	22	46	76	62,7
Sweden	1	2	1	8	12	52,7
Switzerland	-	3	3	4	10	55,6
UK	3	12	44	42	101	73,0
SUMM	**29**	**88**	**225**	**317**	**659**	

Country	Name of functional urban area	Class type	ID on the map	Total population (2008)
Hungary	Budapest	Large metropolitan area	HU001	2,803,744
Hungary	Miskolc	Medium-sized urban area	HU002	327,972
Hungary	Debrecen	Medium-sized urban area	HU005	312,268
Hungary	Pécs	Medium-sized urban area	HU004	273,472
Hungary	Székesfehérvár	Medium-sized urban area	HU009	267,279
Hungary	Győr	Medium-sized urban area	HU007	244,565
Hungary	Nyíregyháza	Medium-sized urban area	HU003	237,488
Hungary	Szeged	Medium-sized urban area	HU006	236,437
Hungary	Kecskemét	Small urban area	HU008	147,924
Hungary	Szombathely	Small urban area	HU010	134,433

Total functional urban areas	4,985,582
Share of national population in functional urban areas	49.7%
Number of functional urban areas	10

The Eurocities Metropolitan Areas survey: some preliminary results

North-western Europe

- Birmingham, Brussels, Ghent, Helsinki, Lille, Linköping, Malmö, Manchester, Oslo, Rennes, Stockholm, Stuttgart, Vienna, Zurich

Southern Europe:

- Terrassa, Torino

East-central Europe:

- Bratislava, Brno, Budapest, Katowice, Warsaw

City, size	Areas around the city	Functions of the different areas	Legal background	Note
Stutt-gart (0,6 mill)	1. Stuttgart Region (2,7 mill) 178 municipalities 2. Stuttgart Metropolitan Region (5,3 mill)	1. Land use planning, the organisation of public transport and the promotion of the economy 2. Voluntarily tasks in the field of transport, economic development, climate change	1. Stuttgart Region (Parliament with 91 delegates) and the Stuttgart Region Association and agencies 2. Committee with 36 nominated delegates.	In Germany, the Federal Ministry of Transport supports model projects of spatial planning called „Modellvorhaben der Raumordnung", or "MORO". In these model projects, new ideas and instruments of spatial planning are tested and scientifically monitored.

City, size	Areas around the city	Functions of the different areas	Legal background	Note
Birming-ham (1,04 mill)	1. Greater Birmingham and Solihull Local Economic Partnership (1,9 million) Birmingham, Solihull + 7 settlements 2. Birmingham agglomeration (2,3 mill): physically built area + 10 km green belt 3. West Midland Metropolitan County (2,55 mill): two main parts, Birmingham – Black Country 4. Birmingham Metropolitan Area (3,6 million): County + towns with 30-60 th. inhabitants including rural areas 5. West Midlands Region (5,3 mil)	1. Not clearly decided yet: may contain strategic planning, economic development, transport, culture and the creative industries, tourism and inward investment, business support, skills, the green economy and housing. Finance comes from business oriented public measures. 2. No functions 3. County: Integrated Transport authority (crosses several LEPs, containing only some part of the Birmingham LEP) under geographical reorganisation. 4. Non 5. Non	1. LEP system introduced in 2010 (local governments had the right which LEP to choose). Voluntary partnership. It has boards and working groups, members are mixture of political leaders and business leaders. 2. No organisation 3. The County was established by national law in 1974, and originally had a council. The council was abolished in 1986 and replaced by the current governance by the political leaders of the 7 districts. 4. There has never been any governance arrangements at the Birmingham Metropolitan Area level 5. The Region was just abolished in 2010.	The new British Government that was elected early in 2010 announced that it was abolishing the English regions. The Government announced that the regions would be replaced by "Local Enterprise Partnerships" (LEPs). These would be at the sub-regional level and were expected to reflect functional economic areas - metropolitan areas but also some non-metropolitan areas. The regions have now been abolished, and 99% of England is now covered by LEPs.

31-36   I would call the day to day corporation area as metropolitan area, which is the functional urban area. Then you have something which is larger, which is the economic cooperation area. Which is usually much larger than the day to day cooperation area. In most cases neither the metropolitan area, which is the functional urban area, nor the economic cooperation area, is the same as any administrative boundaries. Usually they are different.

If cities want to strengthen the corporation on these levels, something has to be organised on this level to bring the stakeholders together. But, these kind of organisations cannot be stable because reality is changing very, very fast. Informal flexible corporations are also needed. So, a lot of knowledge.

How can we make the thesis that metropolitan areas are important? How can we make the thesis more precise based on this knowledge? I would say that if we talk about functional urban areas, then we can talk about very small local areas. We can talk about metropolitan areas. The cities and the surrounding functional area.

We can talk about economic corporation areas, which is even larger. Now, these three areas all exist in large European cities. They are all functional areas but they are really different. Probably you have heard about Claude Javeau? He's a famous French sociologist. He said that Europe, which is traditionally organised on local commune, medium province or region and central state level, the logic of functioning is changing.

In functional areas, like small neighbourhoods, metropolitan areas around the cities and large transborder national regions in the European Union. The question is, how you can bring together the functional areas with administrative areas because administrative ones are those where elected politicians are. On these functional areas you usually have no elected politicians.

So, what can you do in functional urban areas? You have to involve the private sector. As the starting point of this presentation, was that the private sector - the public sector is in trouble. Cities don't have money any more, not even as much as they had earlier. The private actors are important. We have very interesting examples. In Barcelona the Strategic Plan is done.

The city, the port authority, the airport and the most important private players, together with the city, have established the Barcelona Strategic Plan. We have the Rotterdam Climate Initiative, again a broad involvement of large economic actors. Some people say, nice to very nice, but this is corporative planning for economic development. There are some social and environmental aspects here but it really serves the interest of the economic players.

New ideas are raised in Europe which are very interesting, within the last three or four years, for impact investment. Which means that we should include the private sector. The private sector should finance some of the public services. The costs for the public is decreasing and then the public can repay the private sector, social bonds and these kinds of ideas. Very interesting at the very beginning of such kinds of experiments. It could be a responsible private capital. This is a very interesting expression, whether it exists or not.

So, there are different tools to involve the private actors but, on the different levels of the metropolitan of the functional areas, you have to use different tools. On the local level you don't really need these kind of tools, you can include the people who are in the local level who are the investors are able to come there.

On the metropolitan area and the economic development - economic corporation area, you need this kind of financial novelties to make the private actors interested in development. (Maxime Martin 0:38:48) has given a presentation in the last METREX conference. He was very positive about this impact, investment ideas. I am a bit more sceptical.

Difference between the metropolitan area and the economic cooperation area

It is possible to differentiate the metropolitan (day-to-day cooperation) area and the broader economic cooperation area:

- Metropolitan area: transport, sewage, garbage;
- Economic cooperation area: business relations, cultural links, leisure-tourism

There are big variations, whether real cooperation exists in formalized way or at least informally on these levels.

- In most cases neither the metropolitan nor the economic cooperation area coincides with the administrative boundaries (county, region).
- If cities want to strengthen the cooperation forms some types of administration or organization(s) are needed to be established.
- These must constantly be revised taking the dynamism of reality into account.
- Informal, flexible cooperations and planning-based approaches are always possible.

DIFFERENT FUNCTIONAL TERRITORIAL LEVELS

Different functional territorial levels exist in urban areas: local-neighbourhood, metropolitan area, economic cooperation area. In the case of large cities all three levels are relevant.

On these levels different tools/interventions are needed to achieve the capacities which are needed for the governance of integrated development

- local: area-based projects;
- metropolitan area: strategic planning and/or some form of governance (institutionalized or flexible);
- economic cooperation area: economic planning

**JACQUIER: Multilevel : yesterday, today and may be tomorrow
A building process : the role of urban and regional policies**

Until now Former Organisation Polarized Spaces "Hardware" Policies	Now Transition	Then New organisation Homogeneous spaces "Software" Policies	Vectors Sustainable Urban Development Integrated Policies as operators for transition
		European Union	Social Cohesion Policy SDEC, INTERREG CIP URBAN, URBACT
Central State		Transborder Regions National Regions	Regional Politicies DOCUP OP Interreg
Province		Metropolitan Areas	National IPSUD (Big Cities programme Politique de la ville, Soziale Stadt, ...) CIP Urban
Commune		Neighbourhoods	Area-based approaches

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INVOLVEMENT OF THE PRIVATE SECTOR

- Barcelona Strategic Plan, Rotterdam Climate Initiative: broad involvement of major economic actors
    - Might be seen as corporate planning for economic development goals with certain social and environmental aims attached
- New ideas to involve private capital to finance investments of public interest: ‚impact development', re-paying private investment from the savings on public expenditures, aiming for triple bottom line: besides financial efficiency also social and ecological impact
    - Although in most schemes the government pays to the program only when outcomes are achieved (pays only for success), many doubts exist about the ‚responsible private capital'

DIFFERENT TOOLS TO INVOLVE PRIVATE ACTORS

Local level: interested private actors can be involved directly into area-based projects

Metropolitan area and economic cooperation area: financial innovation is needed to involve private capital

- Rationale for the public sector: scarcity of public funds
- Rationale for the private sector: classical investments no longer do that well (Maximilian Martin)
- However: serious obstacles, especially regarding public services on metropolitan level

37-42   I say that there are serious obstacles here, especially if the private sector is financing public services on the metropolitan level. The citizens; how can you include the citizens? Participation in integrated development cannot be without the participation of citizens. Much depends how participation is applied. We all know that participatory budgeting is totally different from just giving out information to the citizens.

These are the two extremes of citizen participation. We have quite interesting cases in Europe. I just listed three German cases. Stuttgart 21, Berlin (Media Spray and ___ 0:39:42) where there are huge discussions. And, really wars going on in the local area about population groups who don't like the development ideas of the city and the developers. Again, you need different tools for the involvement of the population on the...

Three different functions of an urban area level. On the local level, you need social innovation, fresh ideas to deal with the unusual suspects, to make people interested to be involved. On the metropolitan area level, it is a very big question, how can you involve the population? Only indirect representation is possible. Stakeholder investments, strategic planning, very difficult issues are raised here. The major question for me, if you go now to the metropolitan area level, is the trade-off between efficiency and democracy, and this is the major question which we need some ideas how to deal with.

There are special dangers here. Opportunity planning is what I call in the new member states, that I am the mayor, a developer is coming and he wants to make a development in my city, and I ask him, 'Which plot would you like to have? Here is a plot, there is a plot, there is a plot,' and I don't ask anyone else. The local government just serves the interest of the developers. This is opportunity planning.

But in the old member states, there are processes going on which some people call (inaudible 00:01:14) planning, which means bring back the rich people to the city, give them opportunities, because of the larger tax revenue that the city can get, and for this reason crowding out the poor people. We have a lot of examples in the large cities of the old member states, where areas are rebuilt which would not be needed. The regeneration was not needed, the only reason was to bring in the richer people and increase the tax revenue for the city. And finally, free market development. Without any planning, there are threatening examples - I don't know whether you have been to Spanish or Irish areas, full of buildings which are totally empty, the result of a few years of private development without any public control.

So I would say that efficiency is not enough. You have to have democratic control over the processes, but it is a big question how to do it. There are some ideas that we can read. Some people say that local and regional savings banks are better than the international banks, because they are bedded into the local economy. It's a very dangerous idea, again, because you can make huge losses with a local bank, because the local bank is now close to the local politicians, so it's not so easy. Some people say that the planners, the planners know what to do, the planners have to team up with the developers and they know exactly what the city region or the metropolitan area wants. Again, a very dangerous idea if you don't have any public control over the development. Look at Stuttgart 21. It was a brilliant idea, very important for Europe to have a nice through station in Stuttgart, but it was forgotten to talk with the population and now the project is endangered.

Finally, social innovation is needed in the - this is the sort of idea I would raise. The political levels should create demand for social innovation, and it should have the NGOs and the population groups to answer this demand. Maybe this is the most useful idea.

National policies. I will just show the case of four countries which I think have interesting ideas. National policies regarding metropolitan areas, not connected directly with EU funding, because EU funding is then another issue. I like the French urban communities. This was growing from 1966 when the first law was accepted. In 1999 they developed a law which said that if you are a large city and if you can come to an agreement with the surrounding municipalities, you don't have to, you can, but if you sign the agreement, then the law will be valid for you. So it's a kind of top-down framework that the bottom of development can grow in. Now, all the sixteen urban communities in France, all the cities, large cities, except for Paris, which is a more difficult issue, have urban communities. These are a good thing. For example, if you look at the case of Lille, Lille is a city of 200,000 people, but the Lille urban community is 1.2 million people, and the urban community, the board which consists of Lille and 85 other mayors, they decide about strategic planning, urban transport, housing and maybe environmental issues. So the important decision-making level is given to the higher level.

PARTICIPATION-INCLUSION OF CITIZENS

- Participation is crucial for integrated development.
- Much depends how the participatiory aspects are implied – it can range from participatory budgeting type deep involvement till manipulation (masquerading the dominance of economic interests).
- Recent scandals, as Stuttgart21, Berlin MediaSpree, Hamburg Gangeviertel underpin the view that no integrated project is possible without participation.

DIFFERENT TOOLS TO INVOLVE THE POPULATION

Local level: social innovation is needed. Fresh ideas generation, smart finance, new delivery models and the mobilization of 'unusual suspects'. Need for municipalities to review services in the light of shifting needs and declining resource levels.

Metropolitan area: indirect representation through delegation of elected people, stakeholder involvement in the process of strategic planning. The key is how the stakeholders are involved and how their different interests are confronted.

Economic cooperation area: as economic planning is win-win it bothers less with representation.

METROPOLITAN LEVEL: EFFICIENCY VS DEMOCRACY

On metropolitan area level there is a trade-off between efficiency and democracy

In the lack of democratic control there are serious dangers to avoid:

- „opportunity planning" in east-central European countries (subordinate urban development to investors)
- „revanchist regeneration" (making inner cities attractive in order to maximize tax incomes) in western Europe
- free market led development without planning and public control (Spanish and Irish examples)

SOME IDEAS FOR METROPOLITAN LEVEL CONTROL

- local and regional saving banks, linked to the local economy, can make much wiser decisions than international bankers (however, local circuits can become very dangerous…)
- visionary planners, with the help of open-minded investors could change metropolitan areas on the basis of public sector guarantees for impact investments and social bonds (however, the lack of public participation may lead to serious conflicts, see e.g. Stuttgart 21…)
- social innovation is needed to control the processes on metropolitan area level. In order to stimulate the diffusion of smarter public solutions powerful political demand has to be created and strong support to local innovation processes (high-quality facilitation expertise) has to be offered. Instead of sharing best practice, the task is to share the best process. (Christian Bason)

THE FRENCH 'URBAN COMMUNITIES'

- Created by the French Parliament in 1966 as compulsory settlement associations in metropolitan areas of Bordeaux, Lille, Lyon and Strasbourg.
- 1999 Chevenement law: strengthening the roles of settlement associations (while keep them voluntary to create) in order to achieve cooperation and joint administration between large cities and their independent suburbs
  - 2009: 16 urban communities in France with a combined population of 7,5 million inhabitants. All urban areas in France over half million inhabitants are urban communities, except for Paris.
- Urban communities are voluntary in their creation. However, if created, broad range of compulsory functions and single business tax regime are compulsory.

43-48   Look at another example - local enterprise partnerships. It's a very, very interesting case. It's the third year now that in England this change has happened. There were nine regional development agencies in England, and when the Conservative government stepped in, within one week they dissolved all the regional development agencies. But it was not really told what was one of the reasons - the regional development agencies wanted to get control over land use. They wanted to take away the land use rights from the local communities, and this was a very unpopular idea in England. So the Conservative government has done something which, maybe, also the Labour government would have done, I am not sure about that. Then local economic partnerships have been created, 39 in England, and these are almost exactly the same as the counties of earlier. They are business-led in the local economic partnership, which usually has five or six municipalities, the English municipalities are quite large. There is a board, which has to be led by a businessperson, and more than half of the members have to be businesspersons. So it's a kind of business-led development, really. There is more and more information coming, now, how these local enterprise partnerships are working. In fact, the municipalities give the office for the working. Some cases, like Manchester, Leeds and Sheffield, they are developing into a larger municipality. Sooner or later, the local economic partnership will become a combined authority. Businesses are happy about it, but it is the large businesses, not the small ones. So two-thirds of the businesses which are involved have more than 250 staff. So the small SMEs, they don't have time or resources to participate in such things.

It's an interesting idea, very much criticised from outside, but it's an interesting thought to have a kind of functional area, type of functioning. The government did not say what should be the 39 partnerships, it was developed bottom-up.

Italy, a very interesting case again. Italy had, since 1990, a lot of laws about functional areas. Not one of them was working. Now, the Barca government in 2012 accepted a law, but they established ten metropolitan cities, and these metropolitan cities are the metropolitan areas, in fact, and the provinces around these cities were dissolved. Now, this model could function if there were no crises in the Italian government, so this law is now suspended, but the ten larger cities have got the rules of the provinces, and extra rules, so it was quite interesting. Elected mayors are members of the metropolitan councils, and the Italian case, they studied for

example, the experiences of Berlin, Paris and Stuttgart, and the ten cities may apply different detailed regulations.

Finally, German metropolitan regions. I will not go into the details, because it was explained in the last conference. Eleven metropolitan regions have been created in Germany. I have read some critical remarks about that, that the powerful German Länder, they accepted these metropolitan areas, regions, because they don't have real power. If they were a competitor with power, then the Länder would not be so happy. So now there are cases, the German metropolitan regions, which are (inaudible 00:09:01) the lender, which was earlier impossible. These do not address everyday problems, they are more strategic and long-term economic development ideas.

THE ENGLISH 'LOCAL ENTERPRISE PARTNERSHIPS'

- Since 2010 the 9 English Regional Development Agencies (RDAs) have been replaced with 39 Local Enterprise Partnerships (LEPs). The government intervened only in a few (5-6) cases. Many (esp. rural) LEPs are based broadly on the traditional 39 'county' boundaries
- In the closing phase of the Labour government RDAs wanted to merge the separate regional economic and spatial strategies into single, integrated, regional strategies, drawn up and approved by the RDAs. But transferring even limited control over the land use planning system away from elected local government was deeply unpopular. (However, LEPs already face similar problem...)
- LEPs have to be business-led: they must be chaired by a business representative and at least half of their members must come from the business community.

THE ENGLISH 'LOCAL ENTERPRISE PARTNERSHIPS'

- The capacity to support the operation of the LEP is provided by the municipalties: only 2-3 person stuff.
- Most LEPs have 5-6 municipalities, these have joint leaders board. Manchester, Leeds, Sheffield already formed „combined authority" (shared municipality), having delegated board of leaders... transport, skills, housing budget will be delegated to the combined authority. LEP business leaders mostly accept that their role is not to decide but give strategic help...
- Businesses are mostly positive about LEPs. However, larger companies are overrepresented (63% of LEP businesses employ over 250 staff)
- Ideas for the future: LEPs should have larger areas, proper funding for running costs, experienced staff, and access to capital
- Heseltine recommends more formal collaborations between local authorities across functional economic areas on matters of economic development, regeneration and transport. However, many analysts are doubtful that the varied political cultures of England can easily slot into a combined authority model forged in city regions.

THE NEW METROPOLITAN CITIES IN ITALY

- The città metropolitana ("metropolitan cities") is an Italian attempt to reform local authorities, bringing together large core cities with their smaller surrounding towns regarding economic activities and essential public services. The Law 142/1990 was later amended by 1993, 1995, 1997, 1999 and 2009 provisions. However, the system never worked, none of these administrative authorities has been activated.
- New attempt by Fabrizio Barca: Law November 2012 ("frozen" with the Stability Law 2013): establishment of 10 Metropolitan Cities. They replace the provinces, regarding also the territory.
- In addition to the functions of the Provinces, the MC-s are entrusted with specific functions: general land use planning and infrastructure networks, structuring coordinated systems of management of public services, traffic management and mobility, promotion and coordination of economic and social development of the area.

THE NEW METROPOLITAN CITIES IN ITALY

- The metropolitan councils will consist of elected mayors and municipal councilors delegated by the municipalities of the MC. The metropolitan councils will be small (between 10-16 members), in sharp contradiction with their broad tasks. As important change the provincial capital will play leading role in the MC council.
- Examples of other cities were studied (e.g. Berlin, Paris, Stuttgart).
- The Italian legislation is very flexible, and easy to change. The 10 cities might have different solutions, e.g. Genoa will establish a permanent conference of mayors with advice and proposals to the 10 person metropolitan council (which is considered to be too small in size).

THE GERMAN METROPOLITAN REGIONS

- Aim: to **enhance economic development** of urban areas around large cities towards better European competitiveness
- From 1997 first 7 regions established, since 2005 the number increased to 11 approved regions
- A **wide variety of governance solution exists** across the 11 regions, from task-oriented associations till looser cross-border cooperation
- Most of the metropolitan regions are far smaller in size of the administrative Länder and will **never approach their political power**
- MR-s are much larger and much more oriented towards **win-win type cooperations** than the French compulsory urban communities
- MR-s are weak in political sense, **do not address everyday problems** and are not linked to the people of the area. They contribute to the further development of **already developed areas**
- MR-s fulfil important role in marketing, solving traffic problems and increasing scientific-economic links

49-54   So, EU regulation. The EU regulation has three buzzwords, CLLD, ITI, and Horizon 2020, and I will not really go into the details. I think Charline Vitcheva has talked here yesterday about this. The CLLD is the idea to have real, democratic local decisions, where a committee is - where no one of the sectors have majority, neither the public sector nor the private sector nor the third sector. Then they have to talk to each other. This idea is taking over from the rural programmes, and now it can be applied to urban, but only in areas which are less than 150,000 people. For large areas, the CLLD is not really working.

ITI, I will show a slide about it. This is ITI. In principle, the city and the surrounding area is creating a plan and then ERDF, ESF, cohesion fund, all give their money, and the plan is done. This is an ideal picture of ITI, that I create a plan, and then I get resources from different parts, from the European funding, and I can do my plan. Unfortunately, Europe is not really going on with that. The city has to report back to each of the funds that happened with their money, so it will not be that integrated, but it is still a step forward.

And then the last one is Horizon 2020. Again, a very interesting expression- spatially blind allocation of something like 80 billion euros. The money will be given to those sectors who are the best in Europe, so it will be no cohesion and solidarity and other considerations, but the best will get the money. If in biotechnology it is Lyon, or Edinburgh, they will get the money, and the others will get nothing.

So these are the three buzzwords. Now, how are the cities reacting, how are the countries reacting on the ITI? Because for me ITI is the most important, this is the closest to the metropolitan area's thinking. I will briefly show you the examples of four countries - France, England, Germany and Poland.

In France, there is a decision that not five, but at least 10% of regional (inaudible 00:11:39) ERDF money will be given to urban areas, to deprived neighbourhoods, either as ITI or integrated development taxes. There will be contracts signed between the national level and the urban community - you remember, the urban community, the core city and the surrounding ones. Seven years' contract, between 2014 and 2020. The 27 regions will become the managing authorities, but the cities will get really the opportunity the develop their integrated urban development plan.

England. In England, the ITIs are most probably given to the local enterprise partnerships, and this is a different model to the previous one, because the local enterprise partnerships are counties. Not only the city and the surrounding area, but it covers, the 39 (inaudible 00:12:33), they cover the whole area of England. There will be almost no sectoral programmes. There is a tension between city deals, which the central government has signed with the largest cities, and the local enterprise partnerships, which one will get more of a role. They will not call it ITI, but they will really use the idea of ITIs.

Germany. In Germany there is no national urban policy. The sixteen Länder will have different methods. The Länder, they don't agree with the delegation of decisions to the cities. They say, 'I want to keep the decision-making power. Cities can make mistakes in programming and then I have to pay,' so there will be practically no delegation to the cities in Germany. In most Länder, they were not call it ITI, they will call it urban priority access. It is not even sure that each Land will have it. Maybe it will only concentrate on the poorer Eastern Länder, but the (inaudible 00:13:42), that still exists, which is a kind of ITI type thing.

EUROPEAN COHESION POLICY 2014-2020

Integrated urban development is the key to achieve the EU2020 targets. New EU tools:

- CLLD: people-based integrated interventions in smaller municipalities and on neighbourhood level in larger cities (10-150 th population)
- ITI: place-based integrated approach in larger cities, potentially on metropolitan level
- Horizon2020: „spatially blind" innovative economic actions in large urban areas

Integrated sustainable urban development

Example: Member State A
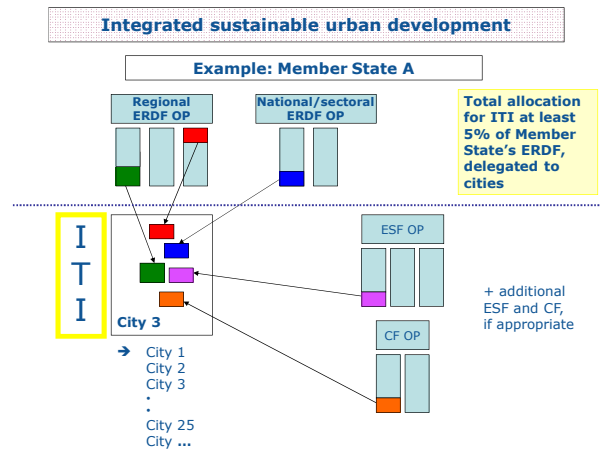
ITI MODELS IN DIFFERENT COUNTRIES

Some initial and informally collected ideas about the national understanding of the Commission proposals (as part of the forming Partnership Agreements) in the following countries:

- France
- England
- Germany
- Poland

FRANCE

- Natonal Priority is to earmark min 10% of regional OP of ERDF and part of ESF to urban deprived neighbourhoods, either as ITI or urban integrated development axis.
- Contrat de Ville: contract will be signed between the central state and the intermunicipal bodies of urban areas (co-signed by regional and departmental authorities). The 7 years contract will concentrate on deprived areas.
- The 27 regions will become the MA, cities will get the possibility of global grant, based on the contract.

ENGLAND

- In England ERDF, ESF and part of rural will be given to LEP areas, which have to do integrated programme. Almost no sectoral programmes will exist, the whole money will be devoluted to the LEPs.
- Few months ago 28 city deals were signed. In the future the deals will be between government and LEPs. Tension between LEPs and municipalities: each LEP is developing a Wider Growth Plan (integrated territorial development strategy).
- In practice 39 ITIs will be prepared (not be called ITI). The LEPs and their partnes will 'select' a package of activities and projects, this package will be approved by the national PMC; the MA will then only do a technical appraisal.

GERMANY

- regional policy is the task of the 16 Länder, OP-s and MA-s exist on Länder level
- Länder opposed the ideas of compulsory delegation: only the minimum level of delegation towards the cities will be applied, they will have some say in the selection of projects but will not get global grants
- in most Länder no ITIs but priority axes will exist
- the urban dimension will be applied in each eastern Land but not necessarily in the more developed western Länder
- the national programme „Soziale Stadt" still exists and it also uses co-financing from ERDF money

55-60   Finally, Poland, a very, very interesting example. The government requires the largest Polish cities, the sixteen regional cities, to create an association on the functional urban area level. The government provided a list to Poznan, for example, what the government thinks the functional urban area is, and the Poznan and the functional urban area has to come to an agreement, and this agreement cannot be very different. At least half of the settlements have to be into the agreement. The municipalities which don't join the functional urban area, it is okay, it's their decision, but then they will not get EU money. It's their decision. They can be proud, they don't want to co-operate with Poznan, but they will not get money then. The association creates a board, and the head of the board is the mayor of the largest city, which is not self-evident, especially if the settlements don't like each other. The carrot is the EU funds, and seemingly Poland has really well learnt the idea of ITI and is applying it very well. I took some slides from (inaudible 00:15:04) from Warsaw, he is a member of the Euro cities working group. This is the idea of Warsaw's functional urban area. The city is 1.7 million, exactly like Budapest, but now a corporation will be formed for 2.7 million people, which Budapest could not achieve at all. There is no discussion on this level in the case of Budapest, but Warsaw seems to be able to do it. Warsaw (inaudible 00:15:29) region, because you have to agree, obviously, with the region. 33 municipalities agreed to join to it, two-thirds of municipalities even accepted to contribute to the management cost, four-fifths - 80% - of them accept the leading role of Warsaw, and it is about 150 million euro. These are the steps they have done. They started to work on that at the beginning of this year, and everything will be ready in January 2014. So, from Hungary, I am envious of Poland! This is really something which is well done, and the idea of the European regulation is very well accepted.

What kind of national reactions have we seen? They are mostly oriented towards large cities. The English case is different. In France and Poland, they explicitly require to include the functional urban area level, in the other cases it is not the case. The delegation to metropolitan associations is strong in Poland and in England, but there is no delegation in Germany, so you can see the differences there according to the countries. The thematic issues, what will be the programming about, is very broad in England and Poland, urban development, it is very narrow in France and Germany, deprived areas. This is, again, a huge difference. And finally, it

can be ITI or urban access, it is not really a big difference.

POLAND

- The Government requires ITI associations to be formed between the 16 regional capitals and the municipalities belonging to their functional urban areas
- The Government provided lists of settlements – at least half of the settlements should become part
- The municipalities within the FUA, which do not join the ITI, will have a more difficult access to EU funds in fields, where the ITI will have projects
- The association creates a Board (to be headed by the mayor of the core city) which has to prepare integrated strategy
- The carrot EU funds in the form of an ITI seems to be efficient in the Warsaw Functional Area (Franz Thun)

ITI – Teritorial definition of the Warsaw Functional Area

- surface: 2.932 sqkm.
(8% of the surface of the region)

- population:
2.656.917 inhabitants
(50,3% of the population of the region)

- **40 communes – including Warsaw**
(within 11 counties)
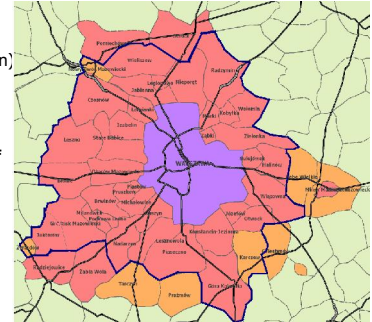
Results of the survey to the communes (July 2013)

- 33 Municipalities answered, all ready to join
- 28 preferred the legal form of an agreement between municipalities
- Economic development, urban regeneration and digitalization of schools, transport infrastructure main topics for cooperation
- 2/3 of municipalities accept participation in management cost
- 4/5 support coordinating role of Warsaw

151,8 mio Euro for the Warsaw Function Area within the Regional Operational Programme

Inititial steps (2013)

- Submission of a project concerning the programming of the development of the Warsaw Metropolitan Area
- Project brain storming by 5 municipalities and the Mazovian Planning Office
- Maj and June meetings with all municipalities of the Warsaw Functional Area concerning the programming project
- June, proposal by the City of Warsaw for the future ITI for discussion
- Survey in July
- 13 of August, signature of a joint declaration of 33 municipalities of the Warsaw Functional Area concerning the cooperation within the future ITI
- August, designation of an ITI coordinator in each participating municipality

Future steps

- August- September, preparation of a project list for the wojwodship contract
- September 2013, creation of an ITI association by all participating municipalities for the Warsaw Functional Area, start of work on the development strategy for the area to be accepted by all participating municipalities
- September – November 2013, discussion of the strategy with the Ministry of regional development and the regional management authority
- October 2013, resolutions in all municipal councils concerning ITI
- November 2013, acceptance of the strategy by the Ministry and the regional management authority, formal agreement between the ITI association, the Ministry and the regional management authority
- January 2014 ITI ready for implementation

SUMMARY OF NATIONAL REACTIONS ON ITI

- Mostly oriented towards large cities (except for England)
- France and Poland: explicit requirement to include the FUA level
- Delegation to metropolitan associations strong in Poland, in England (to the LEPs), no delegation in Germany
- Thematically broad in England and Poland, narrow (deprived areas) in France and Germany
- Legal form ITI or urban axis

61-65   The thesis is that metropolitan areas are important. Now, what can the EU, the national and the local level do? My first statement is that we define three different levels of functional areas, the local level, the metropolitan level, and the economic zone, the economic co-operation area. For the local level, you can choose the community and local development. This is really a good tool to work together with the people. On the metropolitan area level, the ITI is the key issue, that if you are able to create a system where the metropolitan areas are using the idea of Europe, the ITI, then it is a good thing. On the broader economic co-operation area, you can go for Horizon 2020, you can go for innovation partnerships, you can make economic plans on a win-win basis. So three different types of functional areas and there's three different tools which are given by Europe, can be very nicely matched with each other.

Who should do what? I would suggest to the EU, if they would listen at all, that they should go back to the original version of ITI, that let's force the city and the surrounding area to work together, let's create an integrated plan, and then let's give them money from the ERDF, from the social fund, and not ask them back about each cent, what did you spend it for? Let's give them the power, really, to work in an integrated way.

The national policy regulations are of crucial importance. It is one thing what the EU is doing, but it is always the national level which creates or does not create good consequences. The national level has to understand that it is a national policy needed for metropolitan areas, to give initiatives for large cities to work together with others. I think that France, Germany, Switzerland, Finland, are countries in Europe which have good ideas and policies in this regard independently from European funding, and I would say that Sweden, Poland, Norway, Belgium, the UK, are on their way to go to these kind of national policies, but you see, the majority of European countries are not listed here. In the majority of European countries you don't have a national urban policy, and not at all something for the metropolitan areas. Of course, if you cannot create a national policy for urban development, then the second-best solution is, create a national policy for ITI. Use the ITI as a tool to develop this co-operation.

What should cities do, and I think this is the last slide. Larger cities should lobby the European Union, the cohesion policy regulation, to be more strategic. They should lobby the national

level that the framework contract which is close to be signed in most cases between the national level and the European commission, that the framework contract should include a kind of national policy, and large cities should be active on the functional urban area level. I know it is not easy for a mayor of a one and a half million city to talk with a mayor of a settlement of 5,000, but if the one and half million mayor is not going there, then there will be no links, no functional area will be created.

The involvement of the private sector and of public participation are crucial questions. We have seen some models, some possibilities. It is not black and white. There are possibilities which are useful in one country, others are useful in other countries. In any case, the trade-off between efficiency and democracy has to be handled. There is no efficient urban planning without democratic control. Democratic control in itself brings no development if the private sector is not, so both are very important.

So the best would be to create the strong democratic (inaudible 00:21:23) on metropolitan level, which is probably in Stuttgart and a few other cities. It is not present in most of the European cities. If this is not possible, transparent governance is needed, and there is a paper which says that metropolitan level governance should be even more transparent than your policies in your cities, otherwise people will not really believe in it.

So metropolitan areas can do better. The good performance of these areas is key for the European development. In many cases, many European countries it is not existing. We have a lot of results of many European programmes listed here. The EU, the national governments and the municipalities have to work on it, and if the municipalities create good conditions with their national government, and they use the European opportunities, like the Polish case, in a very innovative way, then something can come out of it.

INTEGRATED DEVELOPMENT AND EUROPEAN POLICIES

The different levels of functional areas might use different EU tools to strengthen integrated urban development:

- Local-neighbourhood level: **CLLDs**, led by public-private-thirdsector partnerships
- Metropolitan areas: **ITIs**, led by the core city
  - there is a need for defined boundaries and (at least delegated) fixed institutional structure
- Broader economic cooperation areas: **Horizon2020** innovation partnerships (including administrative regions)
  - can and should be kept on flexible spatial level

WHO SHOULD DO WHAT?

- EU Funds should deal with ITI according to the original idea, to help programme (and not project) based integrated planning, initiating FUA level planning and programming
- National policy regulations are of crucial importance in initiating integrated urban development across policy sectors, in functional areas and across levels of policy making
  - Good examples can be discovered e.g. in France, Germany, Switzerland, Finland; promising discussions seem to go on in Sweden, Poland, Norway, Belgium, UK
- The best is to develop national policy towards metropolitan area planning. Second best is policy change in relation with ITI at least.

WHAT SHOULD CITIES DO?

- Large cities should lobby the EU (CP regulation) and the national level (Framework contract, national policy) and be pro-active in their FUA.
- The involvement of the private sector and public participation are crucial: on metropolitan area level the trade-off betweem efficiency and democratic control has to be handled.
- The best is to create strong democratic legitimation on metropolitan level. If this is not possible, transparent governance is needed (even more transparent than the normal government in a city).

METROPOLITAN AREAS CAN DO BETTER

- The good performance of functional areas is the key for future integrated urban development
- However, cooperation in functional areas is not self evident and is still rare in many EU countries
- EU supported programmes (URBACT, ESPON, Interreg, FP research, Eurocities, METREX, …) and OECD produced many useful knowledge
- The EU, the national governments and the municipalities all have their tasks to initiate better governance in metropolitan areas

Thank you for your attention!

tosics@mri.hu
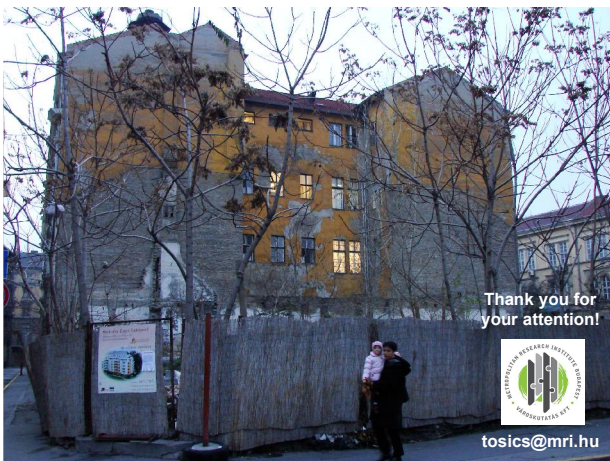
QUESTIONS?

Q1:   Thank you for a really interesting introduction to all the issues that you've brought forward on the opportunities and challenges for the metropolitan areas. However, most of the programmes that you have described in your presentation, to me they tend to support the already developed areas of the European Union, and what appears to be missing from my point of view is the necessary steps for more cities to go to city regions, particularly in the ascension countries between Helsinki and Athens, and I don't think that's really addressed in what you've described. Would you agree or disagree?

I couldn't follow your point, so, the developed cases are…

Most of the programmes that you have referred to support the already developed Metropolitan regional areas in the European Union, but many, for example, the North-South Helsinki Athens axis, where most of the ascension countries are concentrated, the basics of going from step to step in creating a city regional level of government is missing from all this, in my opinion, and those steps are necessary to be supported at the European Union level?

Okay, I understand now. I can answer you with the case of Rumania. It's very rare that I can bring Rumania as a good example up. In Rumania they said that it is different, Bucharest is a different issue. Then the seven largest cities, the second city rank, they are the growth (inaudible 00:25:02), and they have to make development plans together with the functional urban area, and then they were talking about other cities and other regions which don't have leading cities. So I think that these problems are different. You really have the capital city problem, you have the metropolitan area problem for larger cities. In smaller cities you don't have metropolitan areas everywhere. There are some where you have, then you have network cities, and then you have the remote areas, the urban areas, the post-industrial areas. These need different policies. Now, unfortunately, I had only 35 minutes, so I had to concentrate on the metropolitan area aspects of the problems, and to ITI, which I tried to connect. So you are totally right, these topics, they need different policies. National and European level policies.

Q2:   I would like to say thank you very much for your good comment about Polish systems of implementation of ITI. It's not so (inaudible 00:26:14), perhaps, but there are

some good aspects, and I would like to say about one more. We have ITI only for sixteen capitals of the regions, in Poland, but in my region, in Marsovia, we prepared to (inaudible 00:26:29) called RTI, which is something like ITI for local towns. We have five towns, big towns, in the Marsovia regions, and the region prepared a very similar tool to ITI for those cities, to give them the possibility of doing the same way that Warsaw could do. So I'd say perhaps it could be an answer to the previous question, perhaps?

Yes, I mean, this is again like the Rumanian one, that you need… The Polish ITI for the regional seats, for the sixteen large cities that are the seats of the region, is very precise. They say that you have to co-operate with this group of settlements. In the case of the smaller cities, maybe you don't require such co-operation, or less precisely framed, because the functional urban area is really important for the larger cities, I think.

Q3:   Following the debate in Brussels, I'm based in Brussels daily, on cohesion policy, I found it very interesting that you put Horizon 2020 under the umbrella of cohesion policy, but that was probably…

No, I did not put it into cohesion policy and I am a bit sorry about Horizon 2020 that it forgets about cohesion, the aspect of cohesion. I say that this is a problem in Europe, but otherwise it is an opportunity for city regions, for the larger economic zone - this is why I brought it in - the larger economic zone, if a city is able to co-operate with the larger surrounding, they could go for a Horizon 2020 programme, so this was the reason why I brought it here.

How can we develop and form towns at a secondary level in the metropolitan hierarchy?

- **Ewa WESTERMARK**
  Gehl Architects

I think it's possible and I think we actually need to keep our feet on the ground, however big issues we talk about.

1-6   So I was asked to talk about this topic secondary level cities and, I must admit, it was sort of a challenge to embrace that title and also gave me a lot of need to think about what that actually means. And I can promise you, I won't be able to answer that question, but hopefully give some food for thoughts.

So just quick background where I come from. Gehl Architects is an urban quality consultants and we are a small multidisciplinary office based in Copenhagen. We're planners, architectural, landscape architects, cultural planners and we actually have our base focus on the relationship between built form and how that affects human behaviour on the very, sort of, feet on the ground level; so the relationship between form and life.

This research started 40 years ago with the founder of the office, Jan Gehl. He wrote the book, Life Between Buildings. Maybe some of you know about this book. And we've continued to develop methodologies and research around this subject after that. And we work internationally. We work with some of the metropolitan cities, like New York, London, Moscow, now recently in Oslo, where we studies these issues. We study how many people walk, what do people do in the city, who is present in the city and then relate that to the actual city fabric. But we also work with lots of smaller cities, secondary cities in Denmark, in Norway, in (inaudible 0:33:24), in Sweden and even in Australia. Recently, we've done some work for regions here in Akershus, but also in (inaudible 0:33:34) in Sweden. But I must say that we don't have 40 years of research dealing with regional planning. But what we tried to do is see, can we combine some knowledge about this eye-level thinking with the more over-arching perspective of the regional planning and the regions, how they function? But it's sort of a challenge. Jan Gehl said when we talked at this title, he said that that's impossible. I mean, regions, you have to have a different perspective; can you really think at eye-level when you think about regions.

HOW CAN WE DEVELOP AND FORM TOWNS AT A SECONDARY LEVEL IN THE METROPOLITAN HIERARCHY?
130920 Metrex conference
Ewa Westermark Partner, Architect

GEHL ARCHITECTS
URBAN QUALITY CONSULTANTS

GEHL ARCHITECTS - URBAN QUALITY CONSULTANTS A SMALL MULTIDICIPLINARY OFFICE IN COPENHAGEN, DENMARK
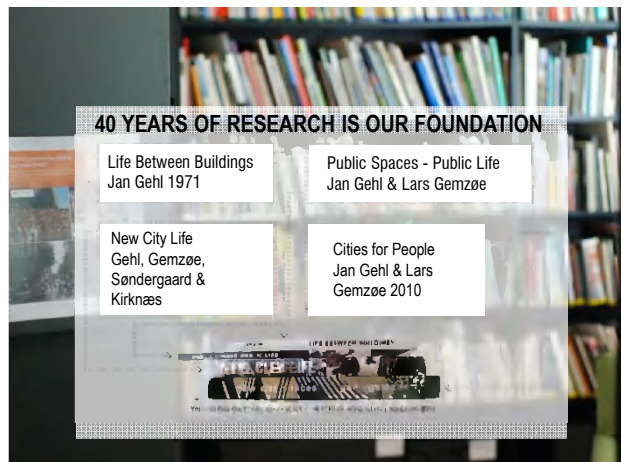
WE FOCUS ON THE RELATIONSHIP BETWEEN THE BUILT ENVIRONMENT AND PEOPLE'S BEHAVIOUR
FORM & LIFE

40 YEARS OF RESEARCH IS OUR FOUNDATION

Life Between Buildings
Jan Gehl 1971

Public Spaces - Public Life
Jan Gehl & Lars Gemzøe

New City Life
Gehl, Gemzøe, Søndergaard & Kirknæs

Cities for People
Jan Gehl & Lars Gemzøe 2010

We work internationally
with regions, big cities, small cities

REGIONAL PLANNING AT EYE LEVEL

7-12   I must also admit that I am not Danish, but what I am is really living this regional lifestyle. I live in Malmö and I'm part of Øresund region, which is half part Sweden and half part Denmark. And it's interesting, because its regional lifestyle gives a whole set of new opportunities. Like, we can shop – if I can use that word – different lifestyle. I can life in Malmö, but I can actually go to the countryside and camp. I can go climbing the east coast. I can go to work in Copenhagen, or even to the opera. I do wish that the opera was a little bit like the opera here. It's almost within reach of the regional lifestyle, the opera in Oslo. But it's really the core of the resources of the region; it's this opportunity for different types of quality of life; different types of choice of lifestyles. And to look at some of the key ingredients in this thinking about the region, we have the growth motors and I will try not to speak about them, but really focus on some of the other issues, about the connectivity and accessibility of region and this offering of diversity of life options. And also maybe talking a little about what is it that binds us together? What are the cultural and common values that really makes us maybe belong?

I thought it was an interesting comment we heard: what is it that makes us belong when we talk about regional lifestyle? And I came to think about this survey that was done, probably ten years ago in Malmö where I live, they asked the citizen, what is the best thing about Malmö? And the first thing they said is the parks; we love our parks in Malmö. The second thing they said was Copenhagen. And I think it really tells a story that, if you look at a region, if you look at really trying to see what's the role of actually working with small cities and big cities is that most of the resources in a city is probably outside of the city.

I will talk more specifically about the region of Skåne as an example, partly because we worked with this region, so we have some images and some thoughts about it. But I hope that it will serve as an example that could be applicable to other regions, or other metropolitan areas. It's about a little over one million inhabitants in all of the region and we have some cities and towns.

ØRESUND REGION
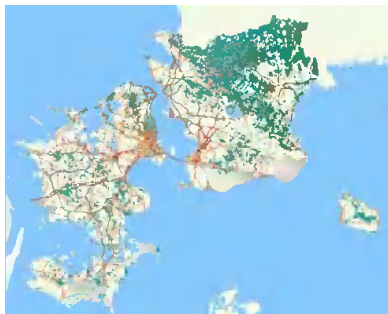
Population 3,800,000
The Danish side: ca. 2.550.000
The Swedish side: ca. 1.250.000

REGIONAL LIFESTYLE
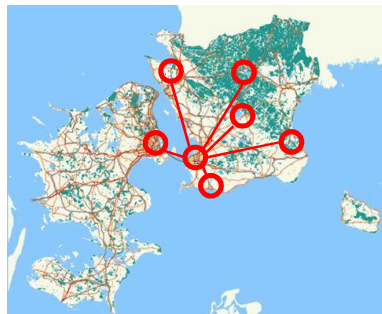
WE "SHOP" FOR LIFE QUALITY
ACCESSIBILITY TO RECOURSES IN THE REGION
PROVIDES LIFE QUAILITY FOR THE INDIVIDUAL

THE METROPOLITAN REGION

What is the best thing about Malmö?

1. The parks
2. Copenhagen

**A BIG PART OF THE RESOURCES AND
VALUES OF A CITY IS LOCATED OUTSIDE
THE CITY ITSELF**

Kommuuou är storro au sig sjalv!

Region Skåne
1 231 000
INHABITANTS
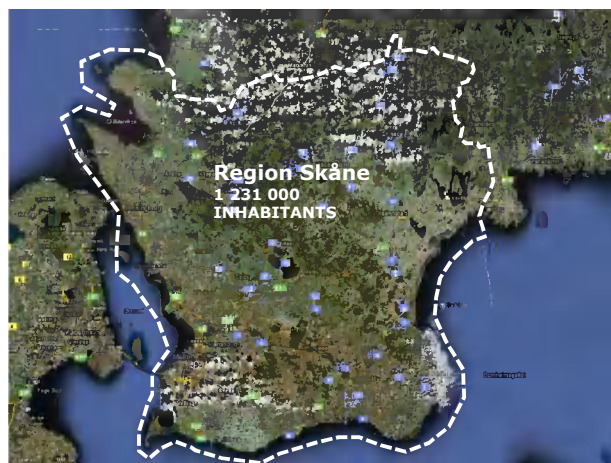
13-18 We have a very high concentration, or population, in this case on the west coast. But, of course, we have this network of smaller cities, of towns, of rural areas, even. And one thing that the regional Skåne discussed was: should we go for this polycentric, or should we really focus on our growth motors? I mean, the thing is, do we have to choose? Isn't it actually a coexistence that makes this work? One works not without the other and the opposite. And if we look at the growth engines, we know, of course, the important role of the growth engines. In this case, we have Copenhagen, we have Malmö, we have Lund, we have this concentration in the Øresund region.

There's a study says that if you create 100 new jobs in the metropolis, that creates 20 new jobs in the rest of the country. And, of course, the metropolis has its own networks with other metropolis as you sit here right now. But then if you look at the smaller cities, I think it's interesting to also recognise that creation of jobs in the rural... not even rural, in the smaller cities also creates jobs in the metropolis. And if we... the previous speaker, he talked about specialisation that secondary cities can actually be really successful in maybe certain areas. And this is just an example. We have Ystad here, which is maybe 14,000 inhabitants, something like that. They have really specialised in the film industry. And it comes from historically... Maybe some of you know this man, Wallander, he's this detective that is somewhat famous and now is played by more famous actors than this guy, but they made that their identity and they really built up a really strong network. That is not the same network that the metropolis has, but this is a network maybe it's Hollywood, it's Bollywood, it's Tollywood, it's another kind of network. And if you start to combine all these different networks in a region.

Ca 80% OF THE POPULATION

Flerkärnig VS Enkärnig ► Flerkärnig + Enkärnig
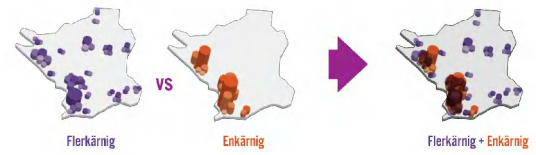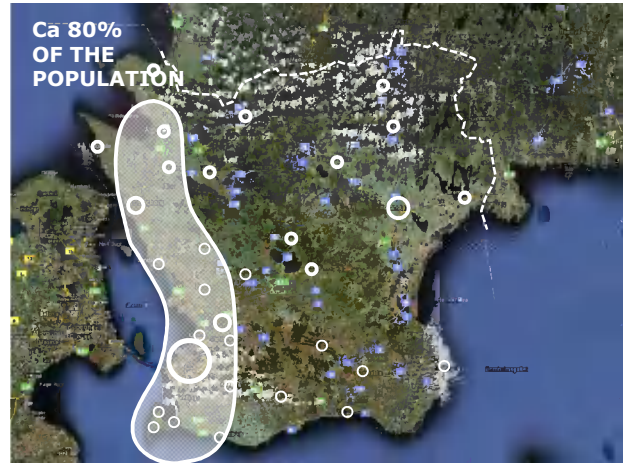
POLYCENTRIC VS METROPOLIS

GROWTH ENGINES

* 100 NEW JOBS IN THE METROPOLIS GIVES 20 NEW JOBS IN THE REST OF THE REGION
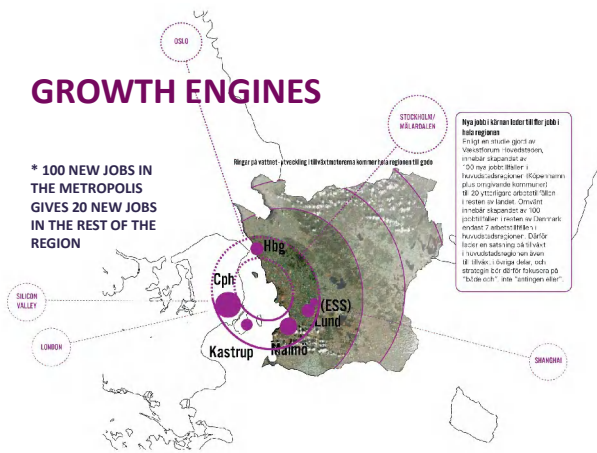
REGIONAL DIVERSITY

* 100 NEW JOBS OUTSIDE THE METROPOLIS GIVES 7 NEW JOBS IN THE METROPOLIS

*Vækstforum Hovedstaden
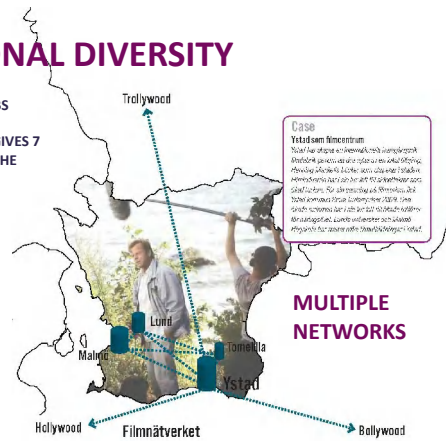
MULTIPLE NETWORKS

19-24   Not only you have a huge potential of knowledge and information sharing. And of course, there's lots of different types of themes that you could, sort of, map your region. See where are the important nodes when it comes to education or local food production, tourism, culture and last but not least, we have of course a diversity of offering different living conditions.

So, if we can increase the accessibility we can also increase the value of all Norwegians resources. I will focus a little bit about this, the connectivity and accessibility. This is just taking Höör, which is a small town in the middle of Skåne as an example. But, looking at not distances but time, where can you get from Höör, in what time?

Interestingly enough here's Malmö, located the red dot, but Malmö is actually there when you look at the time situation. We have of course the opposite situation, like Torekov, it is a lot further away in time than in distance. I think it's important because we don't really look at distances in terms of kilometres. What matters for us is the quality of the trip. It's the quality of the time you spend travelling.

So, we can actually talk about a, sort of, time densification of our regions. If we can get cities, areas closer to each other in time we can of course increase this collective value. We talk about this, we call it the regional public space or the regional meeting place, which sort of consists of the transit node and the actual trip. This is really the space that binds us all together in a region.

REGIONAL DIVERSITY

EDUCATION **LOCAL FOOD PRODUCTION & CULTURE** **TOURISM** **CULTURE** **DIVERSITY OF LIVING INVIRONMENTS**
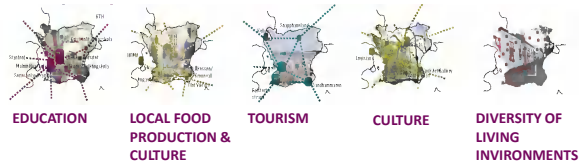
MULTIPLE STRENGTHS PROVIDE LIFE CHOISES

INCREASE ACCESSIBILITY
INCREASES THE VALUE OF ALL THE REGIONS RESOURCES
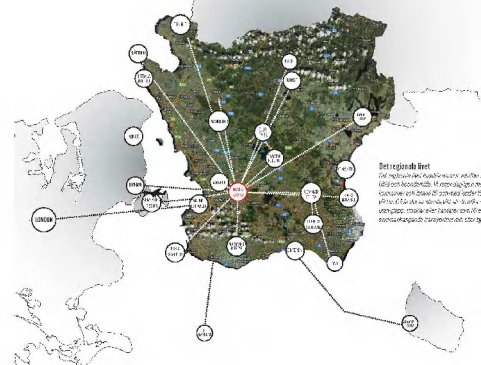
DISTANCES IS NOT MEASURED IN KM, BUT IN TIME AND COMFORT
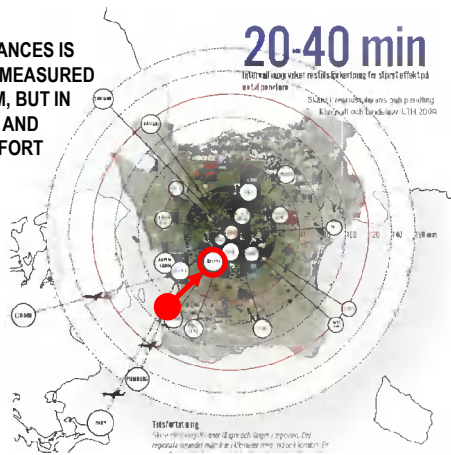
TIME DENSIFICATION

THE REGIONAL PUBLIC SPACE
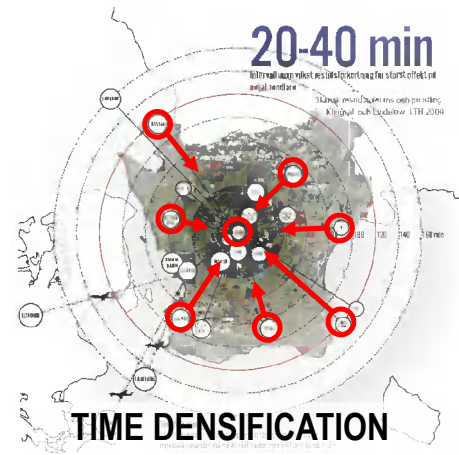
TRANSIT NODE   **"MOVING PUBLIC SPACE"**

THE REGIONAL PUBLIC SPACE

SMOOTH TRANSITION BETWEEN THE CITY, THE TRANSIT NODE, THE STATION, THE TRIP
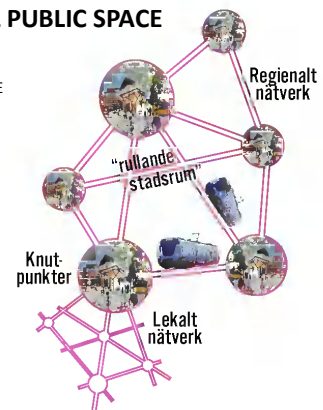
25-30   As a person you're not really concerned about any boundaries between what is one city, what is another city, what is a local network, who owns what. You're just interested in having a smooth trip from home to work. Enjoying as much as possible, making use of that time as much as possible.

I think it's an interesting thought. If we actually seriously look at this as a public space and think, if we could create the same qualities we would try to create in the public space, what could this actually become as a regional meeting space, as a regional public space? It's not there yet. You can talk to each other but that's about it in this particular picture. So, I'll come back to my old life. My regional life.

There was one revelation I got when I thought about this subject. I live here in Malmö and I work there in Copenhagen. Of course everyone asks me how long in time does it take. So, the trip on the train takes 30 minutes, maybe five minutes extra on each side. So, 40, 45 minutes. That's my typical answer. Then I realised that actual situation is I have a five minute bike ride to my work because I start working when I sit on the train.

When you start calculating I actually spend then 20% of my working day commuting. I can do that because the quality is good enough for me to be able to sit in work and even have meetings, these are my colleagues. Sometimes we have meetings on the train and we're actually not finished so we continue in the train station. This is an opportunity that I have to make use of this time because there's a certain quality attached to this public transit situation.

I also have my everyday functions at the transit node. I can shop for groceries or buy breakfast for instance. One interesting aspect and that we don't know a lot about, is how the quality actually affects the perception of time. I found this study that I think is interesting, it's from 2003 so I'm sure there are more recent ones. But, it just says something about what they call sacrifice when using public transportation.

For instance, if you're waiting for transportation every minute could be experienced as something between one or even times ten. So, one minute of waiting in a bad environment could actually be experienced as ten minutes. It feels longer. Of course these are huge spans and my interpretation is, it is about quality because we all know, if the train is late and you wait, it really feels like a long time. Accordingly, you can see 9 to 19 times factor is the transportation is delayed.

The moving regional public space
- What if it was to be looked at as a public space
with the same level of quality?

Copenhagen, Denmark

Copenhagen Central station

Malmö Central station

Kastrup International airport

Malmö, Sweden

Malmö – Copenhagen
20% of my workday
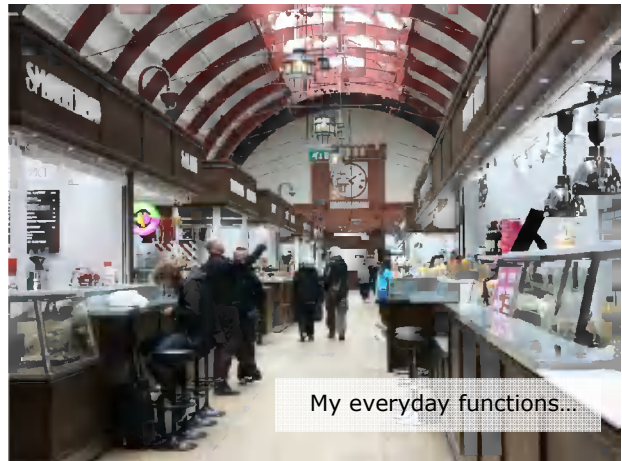
My everyday functions...

HOW DOES THE QUALITY OF THE ENVIRONMENT EFFECT OUR PERCEPTION OF TIME?

TIME FACTOR
"SACRIFICE" WHEN TRAVELING WITH PUBLIC TRANSPORTATION

restid med sittplats	x 1	**TRAVELTIME**
gång till/från hållplats	x 2-5	**WALKING TO TRANSIT**
byte av transportmedel	x 2-4	**CHANGE OF TRANSIT MODE**
väntetid på hållplats	x 1-10	**WAITING FOR TRANSPORT**
försening	x 9-19	**PUBLIC TRANSPORT DELAY**

"Resenärernas önskemål och behov"
SOU 2003:67

31-36   We know this also about walking and cycling. That the better the quality, the longer people tend to walk. The better, the longer people tend to want to bicycle. Of course, often a transit station is something like this. It's an everyday situation and it's not only Sweden is everywhere, or it could be something like this.

I think that there is a huge underused potential looking at the transit station as a regional meeting space. Because, one thing we know is that we have more and more segregated society. We don't really meet people of other origins or other cultures in the same extents that we have done before. But, here everyone is and everyone can use public transport. Whether you're a kid or if you're an old person, so it's really a very interesting space where you meet others.

Ironically enough, when we look at where we find this, sort of, overlapping meeting places with different cultures and more diverse users it's either here or it's in the shopping centre. But, that's another story and we can talk about that another time. So, if we can start to think of the transit node as a local meeting place, this is a great example. This tiny little station, we have all this valuable station architecture that now can actually be used for a local meeting place.

This is a Norway in Os and it's really about actually the station function is shrinking. You buy your ticket on the internet. So, what should we use all these great buildings for? I think that's a great potential of really trying to anchor something locally because, it usually represents a very strong heritage situation, the train station.

We can make it into a local meeting place and actually create a situation where you have people present because they have to be there, because they use public transportation. Then add that extra function, which is meeting other people or staying or enjoying. So, it's really about creating a situation where you arrive at your place. Where it's a meeting place but it's a train station, it's a bus station, it is a place.

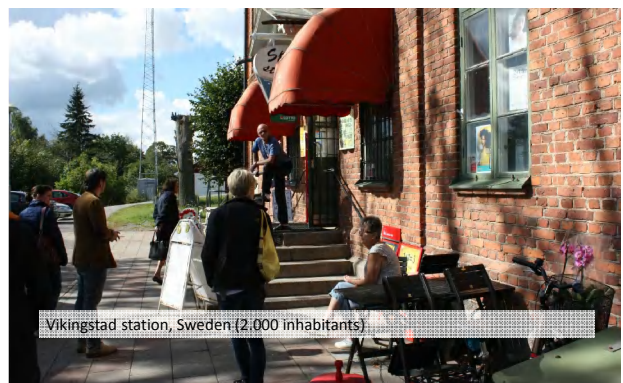OFTEN THE TRANSIT STATION IS THIS…

Dalby busstation (5.000 inbyggere)

OR THIS…

THE TRANSIT NODE IS AN UNUSED POTENTIAL AS A REGIONAL AND LOCAL MEETING PLACE – EVERYONE IS HERE
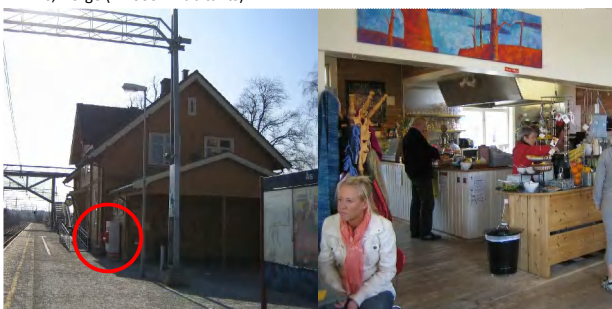

THE TRANSIT NODE AS A MEETING PLACE…

Vikingstad station, Sweden (2.000 inhabitants)

THE ACTUAL STATION FUNCTION IS SHRINKING BUT POSSIBILITIES FOR OTHER FUNCTIONS INCREASES

Ås, Norge (14.000 inhabitants)

ARRIVAL TO A PLACE
– city space, meeting place, train station, bus station in one place

Vejle bus og togstation (50.000 inhabitants)

37-48 To make sure that we integrate the regional and local networks, and even the regional and local modes of transportation. Can you bring your bicycle on the train? Then, you have this complete smooth trip between your house and your work. Also, thinking of it as a space where other things can happen. Activities, public life, a place for culture.

Again, this encounters with others and using it as a platform to strengthen the core values that we share in our society, democratic society, the open society. Work and innovation. Per talked a lot about this. I think the train station, would that fits in your fourth public space? Yes. And, fun and enjoyment. I mean, we wait anyway, why not make it enjoyable.

If we talk about sustainable regional growth and development, of course we know that space is really precious. I mean, people are incredible in terms of making efficient use of space where there is little there for them. But, we know as well that other types of spaces are as precious. How do we best take care of this precious space? I mean, we know we have a lot of technology, so we know we can build sustainable buildings.

This is an example of Arstor in Copenhagen. Metro, public transportation, sustainable buildings but it doesn't necessarily create a sustainable life. There's an interesting research study made recently that looked at some of the lead accredited buildings and they found that they actually exceeded, 28% to 35% of them exceeded the uncertified buildings energy use. Why is that?

One quote that was cited was that designers were optimistic about the behaviour of the occupants and their acceptance of systems. So, basically what we learn is that people don't behave as computer models. Thank God for that! I think another thing that we learn about this, is the question if we actually know enough about people. Do we know enough about people's behaviour in order to actually create a sustainable behaviour, a sustainable city with all aspects?
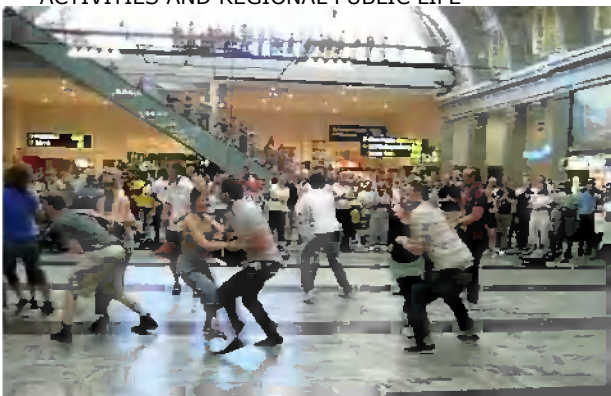
INTEGRATE REGIONAL AND LOCAL NETWORKS

INTEGRATE REGIONAL AND LOCAL MODES OF TRANSPORT

THE TRANSIT STATION IS ALSO A PLACE FOR
ACTIVITIES AND REGIONAL PUBLIC LIFE

A PLACE FOR CULTURE

INCOUNTERS WITH OTHERS
– a platform for stregthening an open society

WORK & INNOVATION…

FUN & ENJOYMENT...
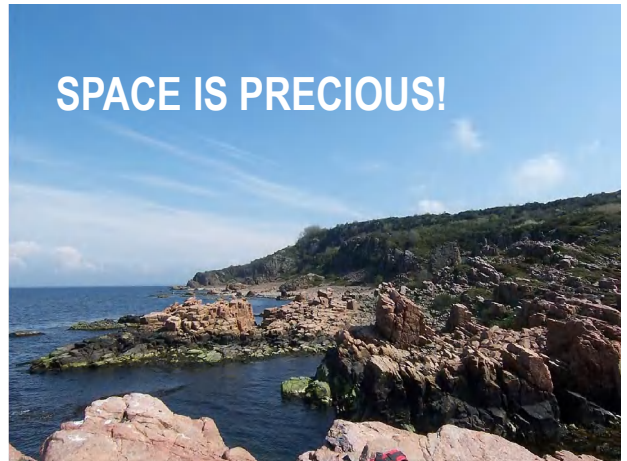

ww.gehlarchitects.dk

SUSTAINABLE REGIONAL GROWTH & DEVELOPMENT

SPACE IS PRECIOUS!

SPACE IS PRECIOUS!

A city of sustainable buildings
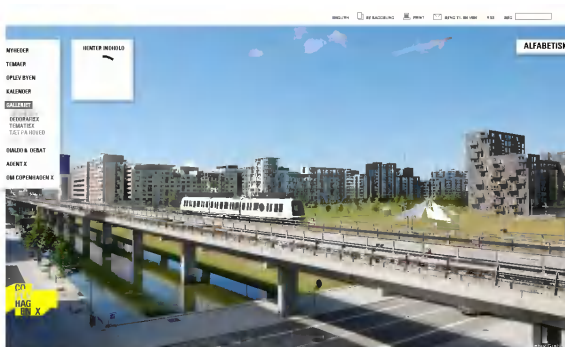
...does not necessarily creates a sustainable city

28 -35% LEED accredited buildings exceed an uncertfied building's energy use

Researchers cited that *'Designers were optimistic about the behaviour of the occupants and their acceptance of systems'*
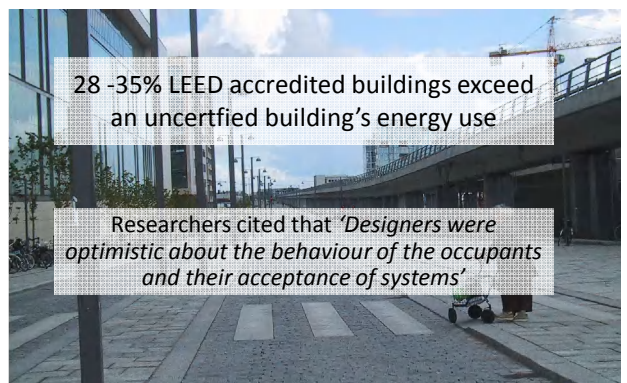
49-54 We could potentially, if this was a sustainable building, end up with a city like this. But, we won't. We know too much to do this, I think. I think that when we talk about sustainability, I mean it's quite critical and it's hard to find a way to include all aspects; economical, sustainable in the social aspect and the people behaviour.

This is a study made in Fredisham in Copenhagen that tried to see not only on the sustainability, energy use - efficiency of the building but to look at it more holistically. They concluded that, if you place a building close to a transit station, you can actually have five times more effect than if you insulate a regular building to a zero emission building.

So, think that if you insulate the building you save 0.14 tonnes every year for every workplace. If you just move that normal building close to the train station you actually earn 0.70 tonnes per year per workplace, which is five times more. This is really then taking into account people's behaviour. How do you get to the building and how much that actually affects the actual total of the sustainability.

We talk about these transit areas and we often see them, they often are a missing link in many ways. They are a missing link in terms of connecting the regional and the local network together. A lot of these areas are really not developed. So, there is huge potential for development. We call this transport - TOD, Transport Orientated Development. We'd like to call it POD, so it's People Orientated Development because that's also something.

As soon as we talk about transportation we think about trains and we think about buses or bicycles but it's people. It's always, always people that move and use different modes of transportation. An interesting report made by Lansstyrelsen County and Ministry Board, Region of Skåne made this called, locations close to station.

…."location close to transit!"

Reduction of CO_2 by locating workplaces close to transit stations has 5 times more effect than insulating new buildings from the normal standard to a zero energy house.

"The role of the cities in the climate strategy"
Byernes rolle i klimastrategien, Frederikshavn Kommune, Sønderborg Kommune, Albertslund Kommune og COWI A/S 2009

Reduction of CO_2 by further insulation of new buildings

0,14 ton/year/workplace

(From The Danish Building Code standards to a zero energy house)

	CO_2 redu./bolig (tons/år)	CO_2 redu./arbejdsplads (ton/år)
Passivhus	1,01	0,14
Klassa I	0,71	0,03
Klassa II	0,35	0,03

"The role of the cities in the climate strategy"
Byernes rolle i klimastrategien, Frederikshavn Kommune, Sønderborg Kommune, Albertslund Kommune og COWI A/S 2009

Reduction of CO_2 by building close to transit stations =5 x larger effect

0,70 ton/year/workplace

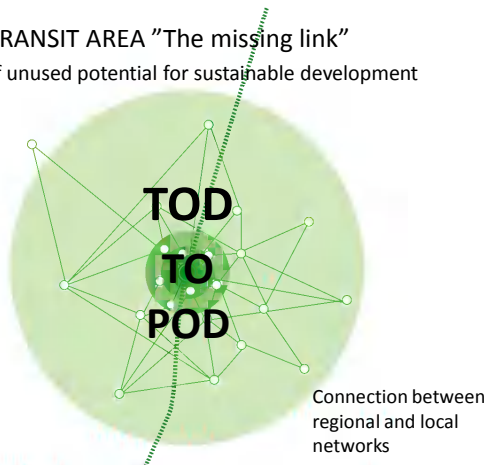(Moving the buildings with in 7-8 minutes walking distance)

Ved stationsnær lokalisering i Hovedstadsområdet giver et skøn følgende reduktion i transportarbejdet (Hartoft-Nielson, 2001). 10 km/dag/arbejdsplads og 5 km/dag/boboer. Ved en emissionsfaktor på 186 g CO_2/km i 2015 tal (COWI, 2008) fås følgende reduktion ved stationsnær lokalisering af henholdsvis arbejdspladsor og boliger

- 1,86 kg CO_2/dag/arbejdsplads
- 0,93 kg CO_2/dag/beboer

"The role of the cities in the climate strategy"
Byernes rolle i klimastrategien, Frederikshavn Kommune, Sønderborg Kommune, Albertslund Kommune og COWI A/S 2009

THE TRANSIT AREA "The missing link"
A lot of unused potential for sustainable development

TOD
TO
POD

Connection between regional and local networks

Stationsnära Läge

Länsstyrelsen, Skånetrafiken, Regions Skåne, Trafikverket

55-64 What they found, when they mapped the stations around Skåne, was that 80% of the area, in one kilometre parameter with the train station, was not developed. Just by densifying and not densifying in, sort of, CBD scale but just sound dense environment, low rise densification, you could actually double the amount of people in Skåne, only by doing that.
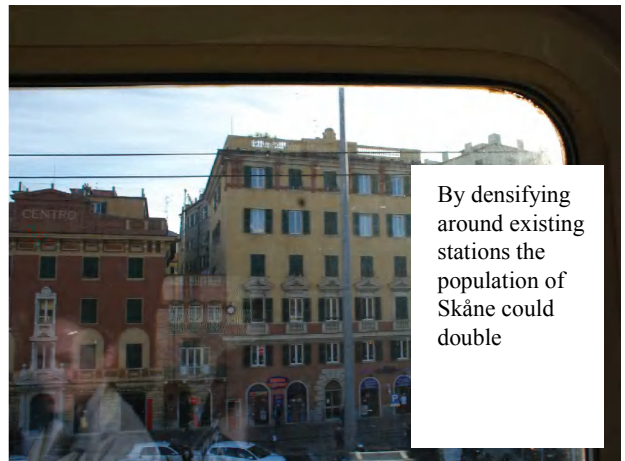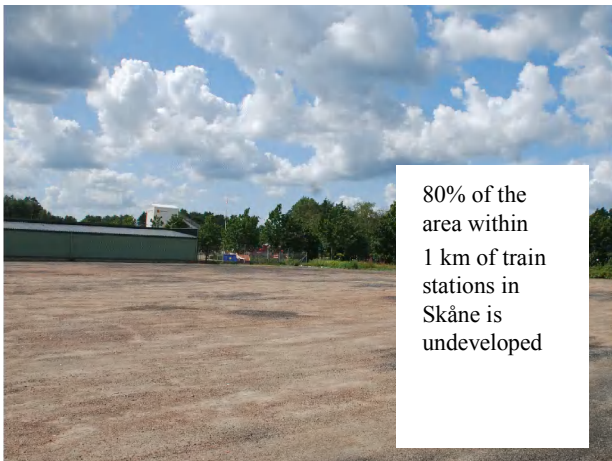
So, I'm thinking to conclude a little bit that we should think less about territory and more about time. Think about if you have this, sort of, time map that could look very different depending on where you are, you know, we have a five minute walking and cycling city.

You need to try to find a way to get as much of the daily function within these parameters. Then you can talk about maybe a 60 minute public transportation city, where you have other accessibility. Recreation, destination, work, live. I think we saw this one day city in Europe and suddenly you actually have access to a lot of lot of values. Skåne, their official report, they call themselves the city of a million. I think it's interesting.

I mean, if we again think of a region as a city, I mean do we treat it the same way? We have different quarters with different identities. Skåne is of course a very low populated or low dense city, if we look at it as a city. But, this 5 minute and 60 minute cities could actually be applied on a city basis or regional basis. We just have to densify intelligently. We talked about close to transit. Time densification. Functional densification. To really make things link together so it's easy to access.

We of course have to do this with a people first perspective. If we really want people to walk and bicycle we have to assure it's made in human scale, with a fine grain to make it socially inclusive and really good microclimate. We need to have those environments in order to stimulate walking and cycling and use of public transportation. So, summarising.

We need equal focus on the growth engines, of course, but also on the networks and transit opportunities. On the diversity. Creation of diverse living environments and the cultures and the values, which is often linked to public space but public space in a broad perspective; whether it's parks or playgrounds or squares or waterfronts. We need to have always equal focus on the physical resources as on the human capital. On people and place and space.

80% of the area within 1 km of train stations in Skåne is undeveloped

By densifying around existing stations the population of Skåne could double

FROM TERRITORY TO TIME

5 MIN WALKING & CYCLING CITY
= EVERYDAY FUNCTIONS

60 MIN PUBLIC TRANSIT CITY
= WORK / LIVE / RECREATION / DESTINATIONS

SKÅNE
-THE CITY OF A MILION

DENSIFY INTELLIGENTLY

DENSIFY CLOSE TO TRANSIT   **TIME DENSIFICATION**   **FUNCTIONAL DENSITY**

DENSIFY INTELLIGENTLY

WITH A PEOPLE FIRST PERSPECTIVE
– HUMAN SCALE, FINE GRAIN, SOCIALLY INCLUSIVE , GOOD MICRO CLIMATE
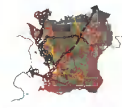
DENSIFY INTELLIGENTLY

**ENVIROMENTS THAT STIMULATES
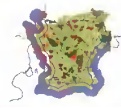WALKING, BICYCLING AND USE OF PUBLIC TRANSPORTATION**

EQUAL FOCUS ON

**GROWTH
ENGINES**

**NETWORK &
TRANSIT
OPPORTUNITIES**

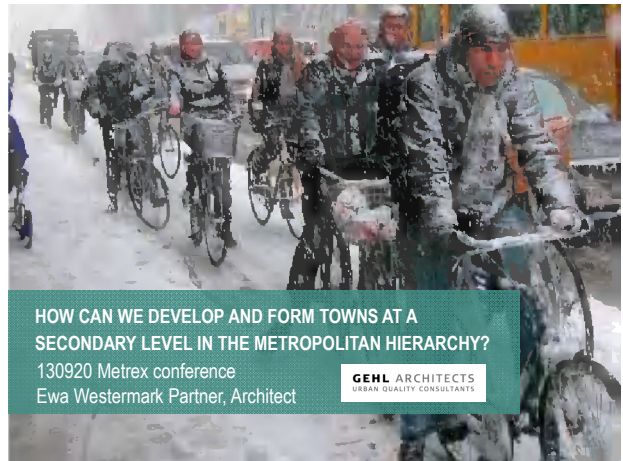**DIVERSITY OF
LIVING
ENVIRONMENTS**

**CULTURE &
VALUES**

EQUAL FOCUS ON

PHYSICAL RESOURCES ⟷ **HUMAN CAPITAL**

HOW CAN WE DEVELOP AND FORM TOWNS AT A
SECONDARY LEVEL IN THE METROPOLITAN HIERARCHY?
130920 Metrex conference
Ewa Westermark Partner, Architect

GEHL ARCHITECTS
URBAN QUALITY CONSULTANTS

QUESTIONS?

Q1.   Could you say a couple of words about the quality of the place itself? What kind of services, what scale should be needed. Yesterday there was a discussion, in one of the expert groups, that suggested that small station towns should have at least 10,000 residents to be economically viable.

When you build a new one? If you build a new station?

No, small - small existing places, they lose their shops because everybody goes to the bigger towns. So, they have to have a big size to survive. But, then you get a more dispersed settlement pattern, don't you?

Well, I think one thing is to talk about the existing train lines and how to make use of the potential that exists just by having it there. So, how much can you actually densify without having to expand and invest in a lot of new infrastructure. Then I think that the issue about shops dying, which we see everywhere in lots of small cities, is not only about how dense it is, it's really about other issues as well.

I mean, we have our shopping centres that now are the new meeting places for a lot of people. We have to acknowledge that and also treat that as something that is real and, maybe think the opposite sometimes. I mean, how can we create densification around a shopping centre because that's where people are already today? How can we link public transportation and local network to those places where people already are?

In terms of a specific size, like if you say 10,000 people etc., I don't have any research to back up what is reasonable or not but, I think you always have to look at it in the context. I mean, if a city is close to a big city, maybe you need the very small corner shop but not the bigger shopping environment.

If it's something that is further away then there is more potential to actually have a surrounding that could be part of the people using the commercial offers.

But, also about quality of space and very clear directions from politicians and practitioners about creating a space where people want to be because, if we can create really good high streets, really good spaces where people want to go and spend time, then I think there's a better opportunity for the commercial activities to regain some power.

Q2.   You have shown several examples of analysis or of cities or metropolitan areas that are doing well. They need (inaudible 0:21:31) or they need to improve some aspects of their situation. I would like to know if, in your office, are also working on the case of shrinking cities? Cities that have important ratios of unemployment or they is a decrease in population, aging people, and they need to have a (necessity 0:22:00) for changing these situations.

We haven't worked with shrinking cities. We've worked with small cities with issues like shrinking commercial activity or shrinking public life but not with cities that actually are being unpopulated, if that's a word. So, no we haven't.

Programmes for cooperation for metropolitan regions

- **Peter MEHLBYE**
  ESPON

Jan EDDY: Peter Mehlbye. is director for the co-ordinating unit of ESPON. ESPON is a programme within the cohesion policy family, it's an analytical tool, and Peter will of course tell us about this. The name of his presentation is 'European City Regions: The State of Play In Our Understanding of Challenges and Solutions.' He is coming up now with a new programme for 2014, 2020, so it will be interesting to see.

Peter Mehlbye has indicated that he wishes to review his text before publication. We therefore include his slides for your consideration and hope to include the full transcript in due course.

Slide 1

ESP⬛N

Inspire policy making by territorial evidence

**METREX Oslo-Akerhus Conference
18-20 September 2013**

**European City Regions:
Challenges and Solutions**

EUROPEAN UNION
Part-financed by the European Regional Development Fund
INVESTING IN YOUR FUTURE

Slide 2

ESP⬛N

Structure of Intervention

- Challenges for Europe and its European City Regions
- Current European territorial dynamics
- Megatrends towards 2050
- Options for European City Regions in supporting additional development and growth

Slide 3

ESP⬛N

World City Network

Slide 4

ESP⬛N

European Challenges

Challenges for creating Growth and Cohesion:

- Economic downturn and Crisis: Asymmetric territorial impact, recovery and unemployment, young generation, regional diversity, innovation, green, low carbon economy
- Connecting and changing World: New emerging markets, era of new strong world economies (China, India, Brasil, etc.), a larger territorial context for Europe, connecting gateway regions and cities
- Climate change: Asymmetric territorial impact, mitigation and adaptation, CO_2 reduction, new hazard patterns and new opportunities
- Demographic changes: Ageing of the population and internal migration flows and external migration pressure
- Connectivity and accessibility: Infrastructure deficits, transport increase, saturation of EU-corridors, environmentally friendly solutions
- Energy challenge: Security of supply, alternative energy sources, fluctuating energy prices, diversity of regional vulnerability
- EU Enlargement: Integration of new territories, their regions and cities, increasing territorial imbalances in the EU

Slide 5

ESP⬛N

Population Dynamics , 1990-2010 (absolute)

- Growing metropolitan areas in the EU neighbourhood
- Increasing concentration of population in cities around the coastline, particularly in Europe's southern periphery
- Territorial disparities within neighbourhood countries
- Demographic contrasts substantial within the neighbourhood countries

Slide 6

ESP⬛N

European Urban System

- Urban places drivers of economy
- Functionality the key for success
- Concentration
- Signs of de-concentration reversed after 2008

Functional Urban Areas (FUAs)

- Metropolitan European Growth Areas (MEGAs)
- Transnational / national FUAs
- Regional / local FUAs
- Highways of European level

Current Territorial Dynamics (1)

ESP N

- Territorial concentration tendencies.
  - Most evident in demographic change and economic wealth.
  - Attractive and wealthy cities and urban regions currently draw people and economic activity
  - The core and northern parts of Europe being particularly strong.
- The importance of cities and urban agglomerations.
  - Cities functionally integrated with their hinterlands are crucial to Europe's competitiveness globally.
  - However, cities are also places where environmental and social challenges are more intense.
- Global cities rule, but....
  - Worldwide networks can be accessed from virtually any place in Europe.
  - Europe's biggest cities are the main gateways to the world.
  - But even smaller places can be very well connected with the global economy, e.g. through e-commerce or specialised products.
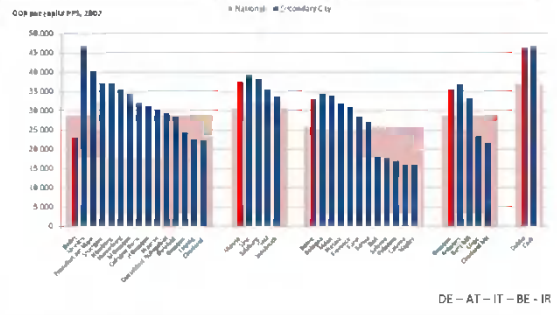
Current Territorial Dynamics (2)

ESP N

- Importance of second tier cities.
  - In general capital cities have a dominant role in the economy.
  - However, 12 of Europe's largest urban economies are not capitals.
  - Overall, second tier cities and territorial decentralisation of investments can boost national economic performance, and hereby Europe's overall competitiveness.
- Shrinking cities and regions.
  - Some regions, and even some cities, are experiencing demographic decline and/or significant aging processes.
  - Imbalances in regional and local gender ratios can accelerate demographic decline.
- Dynamic neighbourhood.
  - Regional hubs in the EU neighbourhood are already playing an important economic role internationally, e.g. Istanbul, Moscow, Tel Aviv, Cairo.
  - EU cities and regions are increasingly connected to these places.

National level: Capital and Secondary Cities

ESP N

DE – AT – IT – BE - IR

Current Territorial Dynamics (3)

ESP N

- Centre-north power-house.
  - For the ESIF investment themes and indicators, the territorial analyses reveal a difference between the centre-north of Europe and the rest.
  - The centre-north comprises the core of Europe, but also the Nordic Countries, not included in conventional definitions of the so-called Pentagon.
  - This centre-north part of Europe tends to be wealthier than most of the rest of Europe.
- Eastern growth poles.
  - Up until the economic and financial crisis, eastern Europe was catching-up in many areas, and partly even leading on economic growth rates.
  - This growth has been driven mainly by the development of the major urban areas and capital cities.
  - While this is a force for growth and cohesion at European level, it carries a risk of widening disparities within countries between the capital city region and the smaller towns and rural regions.

Current Territorial Dynamics (4)

ESP N

- Western Cohesion Regions set-back.
  - Across ESIF themes, the territorial patterns reveal that Cohesion Regions, prior to the EU enlargements to the east, have suffered set-backs. This is true for Greece, Portugal, large parts of Spain, southern Italy and to some degree Ireland.
  - The economic crisis has reopened disparities between these areas and the more prosperous centre-north of Europe or even to parts of eastern Europe.
- Rethinking the role of rural regions.
  - Europe has a rich legacy of rural landscapes, but rural Europe is changing.
  - The rural economy has become increasingly service-based.
  - However, many rural areas, particularly in eastern Europe or remote regions, remain agricultural, relatively poor and are losing population.

Current Territorial Dynamics (5)

ESP N

- Coastal and maritime potentials.
  - Coastal regions often have significant development potential, but are also experiencing development pressure that needs careful management.
  - They may be able to capitalise on using maritime potentials as part of a blue growth.
- Territorial governance matters.
  - Governance capacity underpins the development and management of local and regional development and the effective use of future European Structural Investment Funds, including Integrated Territorial Investment.
  - To achieve maximum effect agreement is needed on territorial development objectives amongst a range of stakeholders, from the public and private sectors and from civil society.

ESPON

Megatrends towards 2050

Considering long term tendencies (base line scenario):
- Current policies and global development seem to lead to:
  - Increased globalisation of European economies...
  - End of economic convergence in Europe...
  - Increasing regional gaps...
  - The centre-north the decisive economic player...
  - More polarisation in European global gateways...
  - More jobs and lower average salaries...
  - More labour mobility in Europe...

ESPON

Solutions for European City regions?

- Think in Functional Urban Regions
  - Complementarities of second tier cities and urban-rural integration
- Explore Territorial Cooperation options
  - Explore comparative advantages together for common benefit and added value
- Consider Polycentric European City regions
  - Agglomeration zones with several European City regions cooperating on common objectives
  - Good potential for creating agglomeration economies and stronger urban drivers in the periphery and outside the core area of the European territory
- Pursue a better position in European and World networks
  - European City Regions are in worldwide competition

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City network for one-day business trips, 2009

ESPON

European cities in Global and European networks

- Position in economic and research networks is determined by the accumulation of wealth, skills and population
- A few dominant cities (London and Paris)
- Followed by cities well integrated in global networks (Madrid, Stockholm, Zurich)
- Most cities (200 of 271) only have modest participation in networks

ESPON

Airports – Number of destinations served, 2011

- Accessibility and connectivity an important agglomeration benefit
- Modifications of destinations since 2001 have changed regional air access, both positively and negatively
- Only regions with large international airports seem to have a stable air accessibility
- Air connections support European polycentric development and are important for the integration of Europe in the world

ESPON

ESPON Territorial Evidence

Thank you for your attention

Inspire policy making by territorial evidence

www.espon.eu

QUESTIONS?

Q1.   Thank you for making a very complex set of issues come across as being very simple. I'm delighted that you raised the issue of polycentric city regions as being an important element of the next 40 years. And, in relation to that, if we look at the territorial agenda, it supports polycentricity through spatial cohesion. Unfortunately, it doesn't actually explain what spatial cohesion is. If you look at Stefanie Duhr's and Claire Colomb's and Vincent Nadin's book, they say that what is necessary is for the European Union to explain this in more detail. So my question is this: is or does ESPON... have you created a study or set of studies in which you look at territorial agenda from the theory of spatial cohesion and can spatial cohesion begin to reduce the regional disparities? Is that understood?

Yeah, yeah, it's understood. I think... I mean, my first reaction is that, yes, ESPON, in many of the research projects that have been done, also in many of the targeted analysis that have been done, together with groups of regions and cities, we are addressing the policy orientations of the territorial agenda 2020. I'm not saying we are covering everything. But, I mean, once again, we are policy-driven, so it's actually the same, not people, but the same political interests that are, say, creating the territorial agenda 2020 who are also deciding on what ESPON should look into. So I think we are in a situation where this is as close as it can get within, say, a situation where we do not have extensive resources. I think we are the smallest programme of them all in terms of budget. To the question of territorial cohesion, I think this is a classical debate, in a way, how to define territorial cohesion. There are, say, maybe more coming from the scientific side, requests for more detail, better explanation. And this is very much because scientists, they measure their findings. If they are asked to say is it leading to more territorial cohesion or not, then they want something which is sufficiently clear so they know what indicators could measure this. But I think if you are then going to the policy side of the spectrum, you are actually facing a policy concept. Like, many other concepts or many other words that say, yeah, history has seen... Just mention another one, if you take sustainable development, how clear is this defined for people what that actually means? Maybe it was clear in the beginning when Brundtland was explaining it, at least reasonably clear. But this is, again, a fussy concept which has changed over time. And I think from the policy side – and they are the dominant ones in this play – there is some

reluctance to go too far in defining what territorial cohesion actually means, because maybe the consensus is also then in jeopardy. So I don't think you will ever see textbooks saying territorial cohesion and then, in ten words, what it means. I don't know. People have the feeling that it's related to what the treaty says about a balanced and harmonious territory that there needs to be, say, a reasonable balance of living conditions, of wealth, within Europe between cities, regions and so on. And I think maybe that is more or less the closest you can get. But, of course, when you then say polycentricity, it fits into the concept, because then it has to do with the structure of Europe's territory that it should have strong points in all corners to say it short.

Moderator: Okay, thank you for that. I will challenge you to give a one minute presentation on your future ESPON programme, the content and the options...

Yeah, I can give you as little bit of insight. But I have to say, upfront, that this is still something which is in discussion. It's still, say, a process which takes place in a working group discussing the future operational programme. There has been a couple of meetings at the general director's level, that have, say, made some agreement in principle, as they call it. It's not real agreements, but it's agreements that say, yes, working group, you can continue working on this in this direction. And the direction is, basically, to renew ESPON, I would say. This is the keyword. And the renewal has mainly two tracks. One is that the evidence that is being produced should have a much stronger transfer into the policy arena. And that means that we need to enhance the capacity of the future ESPON programme actually to make the knowledge transfer and to have an outreach which is much more visible than it is today. The other thing which is, say, the main track is to renew the administrative setup; very radical, actually. And this creates a lot of discussions, because there's all kind of new mechanisms and new modalities that need to be discussed and everybody needs to be happy and say, yes, we still have control on the programme. The basic component here is to see the operational programme – I don't know how much you are into this, but I will try at least. We have an operational programme. There are the normal technical assistance and then there is one priority. This priority is contracted with an ESPON EDTC, which carries through all the content; do the call for tenders, do the outreach activities, capsulisation and so on, on the basis of resource. Maintain and develop tools and whatever – all that you know from ESPON today.

This will be done by an ESPON EDTC if there is a consensus on that at the end. And the big advantage for, say, researchers and also for member states in particular is that a lot of the administrative burden that is now today related to the way that the ESPON programme is working will disappear. We will no longer do subsidy contracts, grants. We will not have all the financial control system which, for us, in 32 countries means that there needs to be a system in each country that are certifying cost and so on. This will totally disappear; we will only have one and this is in Luxemburg. They will deal with ESPON EDTC structure that, through a grant agreement, will get quite a big amount of money which then, year by year, will be sliced into action. These are the two main components: more outreach and simpler procedures.

Moderator: For those of you who don't know what an EDTC is, that's a regulation as part of the cohesion policy on European grouping, so territorial co-operations. It's a legal body that you set up.

Invitation to the METREX spring 2014 Conference in Mitteldeutschland (Leipzig)

- **Reinhard WÖLPERT**
  Metropolregion Mitteldeutschland

1-3   Okay, I'm from the metropolitan region of central Germany and we have the next - yes, that's it. We have the aim, the task, the pain or the honour to host the next METREX conference in May 2014. I want to invite you to come to central Germany, especially to Leipzig.

We will start in Leipzig on 14 May and what we are doing then at the moment I don't know but we will show you, of course, our metropolitan region. You see some photos. I know we have to work hard to top something of Oslo but perhaps you can see we have the chance to do interesting things. Especially it's interesting I think in this region week, we 2014, we are nearly 25 years after the wall fell.

In these 25 years we have changed a lot in Leipzig and in the metropolitan region of central Germany. In the middle of the 90s we were a very quickly shrinking region. Now, we are still a little bit shrinking but with a very fast growing heart, like the city of Leipzig. We won 10,000 inhabitants in the last year. We closed a lot of schools and kindergartens in the 90s and now we have to build a lot of kindergartens and schools.

We had a lot of coal mining around in the regions and now we have new lakes. That is the thing what we will show you. The focus for the discussion, for us, it's to discuss the possibility to cooperate between metropolitan regions and the economic sector. Because, for us it's very important for the German metropolitan regions, often it's very important.

Today we heard it's sometimes also public private partnerships or something like that but that's another question that we will focus on the first day, on our day. Then of course we will show you something. I hope I will see you next year on the 14 May in Leipzig and up to this date.

central german
metropolitan region

metropolregion
mitteldeutschland

Reinhard Wölpert, Head of Office of the Central German Metropolitan Region, METREX Oslo / Askershus Conference
18 – 20 September 2013

metropolregion
mitteldeutschland

Invitation to the METREX Spring Conference 2014

14 – 16 May

in the Central German Metropolitan Region

further information will follow

metropolregion
mitteldeutschland

Thank you very much for your attention

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